

Law Enforcement News

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How is LAPD's chief doing?

Amid controversies, the answer seems to be: it depends whom you ask

By Jacob R. Clark

Midway through his first five-year term, Los Angeles Police Chief Willie Williams appears to be under attack on several fronts.

Williams is the focus of an investigation by the city's Police Commission into allegations that he and members of his family had used cars, drivers and cellular phones for private purposes, and that he improperly solicited "perks" that included free rooms in casino hotels in Las Vegas. An investigation into the charges — leveled in a letter to the Police Commission by retired Deputy Chief Stephen Downing, who cited widespread rumors — is ongoing, according to commission spokeswoman Elena Stern.

"We hope to wrap up the investigation very shortly, but we want to take the time we need to make it a fair and thorough investigation," Stern told Law Enforcement News.

In addition, Williams has been dogged by unsubstantiated reports, circulated earlier this year, that a performance evaluation by the Police Commission found his work less than satisfactory. The reports have persisted even though the evaluation was never formally made public.

"We don't know if the Chief released any of the information himself or if it was solely based on rumor, but there were some news reports about the tone of the evaluation," said Stern.

"It has never been released and it will not be."

Morale among the agency's 7,700 sworn personnel is said to be nearly as low as it was following the Rodney King beating incident in 1991. The Police Department's allegedly "sloppy" handling of the O.J. Simpson murder investigation has become fodder for defense lawyers in the case, prompting a somewhat muted statement of support from Williams last

month that some officers believed was too little and too late.

Despite the controversies surrounding Williams and the department, however, some Los Angeles officials and outside observers interviewed by LEN say they believe the agency has made tremendous strides in such areas as implementing community policing and regaining the respect of the public, which had severely eroded after the King incident and the deadly riots that

erupted in 1992 following the acquittals of officers involved in the beating. Williams, they say, is popular among city residents and has done much to change the "paramilitary mentality" that he vowed to end when he succeeded former Chief Daryl Gates in 1992.

"Does the Los Angeles community support its Police Department more today than it did 2+ years ago? If there's

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Affirmative-action programs looking a little black & blue

The continued need for affirmative-action programs is under renewed challenge from critics who contend that they have achieved their original goals of ending discrimination against minorities and providing parity with white males.

Congress is currently scrutinizing the issue, and several Republican Presidential candidates say they oppose the programs, thus ensuring that affirmative action will be an issue in the 1996 campaign. Not to be left on the sidelines, the Clinton Administration is reviewing more than 100 Federal programs that seek to give special help to minorities and women.

This month, the U.S. Supreme Court

refused to review a lower-court decision which found that race-based promotions were unfair to whites in Birmingham, Ala. At issue was a 1981 consent decree that provided a promotion for a black firefighter for each one received by a white firefighter until the number of black lieutenants equaled the proportion that blacks represented in the work force of the surrounding county — about 28 percent.

The High Court withheld comment on its action, and a refusal by the court to accept an appeal does not constitute a judgment on the merits of the case. The Court is certain to be revisiting the issue in the near future.

Of more direct relevance to law

enforcement, this month also saw developments in at least three affirmative-action challenges filed by white police officers who contend they were discriminated against in promotions.

Payback time

The Maryland State Police agreed April 5 to provide about \$250,000 in back pay to 99 white male troopers who claimed that they were unfairly passed over for promotions in 1989 and 1990.

The agreement, in which state officials acknowledged no wrongdoing, provides promotions to corporal, sergeant and first sergeant for 17 troopers, and up to a year's back pay for 66 others who have received promotions since 1990. An additional 16 troopers who have retired since 1990 will receive back pay and other benefits.

The unusual agreement "vindicates

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National FOP looks at police suicide & how to prevent it

The National Fraternal Order of Police announced this month it will launch a major police suicide prevention program, following the release of findings from an ongoing study that said suicide is the leading cause of accidental death among police officers.

The study by the FOP's Center for Criminal Justice Studies, which culled its data from an analysis of life insurance policies of 38,800 FOP members covering the years 1992-94, found that 37 percent of accidental police deaths — or 17 out of 46 — were the result of

suicide. Homicide was the second leading cause of accidental death, at 26.1 percent, followed by motor vehicle accidents (26.1 percent) and other accidents (10.9 percent).

The policies examined belonged to members of 92 FOP lodges in 24 states, said Elizabeth Langston, executive director of the center. Most of the members were officers in small- and medium-sized police departments, with none affiliated with agencies larger than 3,000 sworn members, she told Law Enforcement News.

"To my knowledge, there have not been any other studies conducted that have been as wide as this one," Langston said. "Most [prior studies] concentrated on just one police force, which allows access to more information than we had access to, but this one has a lot more people represented in its sample."

Langston, who cautioned that the study was ongoing and did not examine the causes of police suicide, said the data suggested that younger officers were more likely to be victims of homicide than suicide. The data showed that four officers ages 25 to 35 committed suicide, compared to seven in the same age group who were murdered.

A gradual shift occurred as officers

aged, Langston said, with six officers ages 36 to 40 committing suicide, while only one was murdered. "We don't know why that is, but we can assume that the older officers are going to have less dangerous assignments and more expertise on the job than the younger ones," she said.

More suicides occurred among officers over the age of 55, but Langston said that because of the limited sample size of that age group, a firm conclusion could not be drawn. Nevertheless, seven suicides were noted in that age group compared with four homicides.

"It could be that that's when life problems really start to kick in. It's also around retirement time, and that's a very stressful period, especially for police officers," she told LEN.

Guns were used in the majority of the police suicides in which details about the deaths were available. Of the 10 suicides where incident data was available, seven were the result of gunshot wounds. Carbon monoxide poisoning caused one death, while no specific cause of death was given for the remaining two victims, Langston said.

The finding is "doubly significant

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Militia, cops face off in Montana

The explosion of a 4,800-pound truck bomb that destroyed a Federal office building in Oklahoma City on April 19, claiming at least 130 lives so far, rocked the nation's tranquility and confidence to the core, and, for many, reintroduced a word to the vocabulary: militia.

One primary focus in the aftermath of the bombing — by far the worst terrorist incident ever on United States soil — has been the Michigan Militia Corps, a group of self-styled "patriots" — some say right-wing extremists — who espouse a no-nonsense anti-tax, anti-Government and pro-gun philosophy, and back it up with frequent military maneuvers in rural areas of the state. The prime suspect in the bombing, Timothy McVeigh, is alleged to have links to the Michigan militia.

Yet Michigan is far from the only state to have given rise to such an armed citizens' group. Known else-

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What They Are Saying:

"Suicides are more preventable than homicide, so we want to do everything we can to keep officers alive. With all of the problems they're experiencing already, there's no reason for them to take their own lives."

— Elizabeth Langston, executive director of the National FOP's Center for Criminal Justice Studies, which recently released the first findings from an ongoing study of police suicide. (8:4)

Around the Nation

Northeast



DISTRICT OF COLUMBIA — Local and Federal law enforcement authorities were forced to call off a carefully planned, surprise drug raid at the Kelly Miller housing projects in March, following the mistaken premature release of a press advisory.

Two former Metropolitan police officers who pleaded guilty last year to bribery charges were allowed to take early retirement last fall with \$20,000 bonuses. George W. Hardy and David W. Brooks had worked in a unit that deals with vendors who do business with the department. U.S. District Judge Thomas F. Hogan tried to negate Hardy's bonus money March 16 by fining him \$20,000, but was only able to fine him a maximum of \$10,000 and sentence him to two months in jail. Brooks was due to be sentenced this month.

MASSACHUSETTS — Police unions this month came out against legislation that would allow Boston and Springfield to set up cameras at dangerous intersections to catch drivers running red lights. Union officials told the Legislature's Joint Committee on Public Safety that the technology would end up costing officers their jobs and called it "privatization of police work."

Essex County District Attorney Kevin M. Burke ruled on April 3 that a Lynn police officer acted in self-defense when he shot a man during an armed robbery. The unidentified officer fired three times, hitting David Brady twice as he allegedly escaped from the first-floor window where a robbery in progress was reported. Brady, 27, pleaded not guilty to 15 counts of assault, armed robbery, weapons possession, and breaking and entering.

NEW JERSEY — Police dogs were used to sniff the luggage of Palmyra High School seniors leaving April 1 for a class trip to Florida. While the authority to search students' luggage has been in effect since 1987, this is the first time dogs have been used.

A 6-year-old girl has turned out to be the culprit in a series of over 400 prank calls to Jersey City's 911 system over the past year. Police set up a stakeout at the phone booth where the calls apparently originated to catch the prankster. "We were surprised that she was so young," said Police Director Michael Moriarty. Police ordered the girl's parents to receive counseling on the importance of 911.

NEW YORK — State figures released in April showed a record high of 527,394 arrests in 1994. The number translates into a 10.2-percent increase after a five-year trend of falling arrest figures. A crackdown on street-level crime in New York City and increasing drug use are cited as reasons for the jump.

A bill that would allow police officers to ride for free on the Long Island Rail Road was approved by the state Senate on March 30. The bill came in response to the murder of six commuters by Colin Ferguson in December 1993. Officers from the Nassau and Suffolk county police departments, New

York City police officers, local officers from Long Island, and New York State Police are included in the bill.

The New York City Housing Authority is taking steps to evict tenants before they have been convicted on drug and other charges in court. Some 619 tenants have been targeted for eviction under a rental clause that bars criminal activity within a two-block radius of housing projects.

New York State Troopers Robert Gregory and Sgt. Robert Welsh were indicted April 4 on charges that they covered up evidence in a 1993 hit-and-run accident that allegedly involved the brother of a fellow trooper.

Overall indictments in New York City dropped by 2 percent last year, with indictments for violent crime down by more than 10 percent, according to statistics released March 29 by the state Division of Criminal Justice Services. Due in part to a crackdown on low-level crimes, the number of felony and misdemeanor arrests in the city soared to a record 301,735 in 1994. Some observers attribute the dwindling indictments to court-docket crowding that has forced prosecutors to rely more on plea bargaining.

New schemes to beat urinalysis tests are emerging in New York City now that police are no longer given 24 hours' notice before drug testing. In March, one officer was caught trying to give a phony sample through a dildo. Others have been caught using Visine, shampoo, and airline-size liquor bottles filled with "clean" urine specimens. All officers that have been caught trying to fake the test have been fired.

After months of negotiation and several court rulings, New York City Mayor Rudolph Giuliani succeeded earlier this month in merging the city Police Department and the Transit and Housing police forces. The new unified force totals 38,500 officers, more than twice the size of any other department in the country. The 4,500-member Transit Police force was merged on April 2. The merger of the 2,500-member Housing Police officially takes place at midnight on April 30.

Rudolfo Rodriguez, 21, was convicted April 6 of the murder of New York City Police Officer Sean McDonald. McDonald was shot and killed on March 15, 1994, while attempting to arrest Rodriguez and another suspect who were robbing a Bronx clothing store.

A toxic mixture of heroin and the drug scopolamine called "Sting" landed at least 12 users in New York City emergency rooms in early April. Scopolamine, a drug generally prescribed to control motion sickness, affects breathing and heart rate.

PENNSYLVANIA — A bill that would create a new lesser crime of non-violent sexual assault is expected to be signed into law by Gov. Tom Ridge. The legislation would change the state's rape law in the aftermath of a state Supreme Court ruling in 1994 that overturned a man's conviction because the woman had not fought back. Although she had said "No," the victim had been taught not to fight for fear she would be killed by her assailant.

Southeast



ALABAMA — A report released last month by Klanwatch, an investigative arm of the Southern Poverty Law Center in Montgomery, warned that the Idaho-based Aryan Nations has become active in 18 states and is "easily the most dangerous white supremacist organization." In addition, the report found that while bias-related slayings dropped to 18 in 1994 from 30 the previous year, assaults rose to 228 from 183. Twenty-five percent of the assaults and nearly two-thirds of the slayings can be attributed to anti-gay bias, said the report.

FLORIDA — A camera crew for the television show "Cops" captured on tape the shooting of two Tampa police officers on March 23. The TV cameras also recorded the aftermath of the shooting of Officers Michael Vigil and Kevin Howell, as well as the frantic search for the gunman. The footage, which may be aired later this season, was turned over to police. "It could be a tool in our investigation," said police spokesman Steve Cole.

Suspended Gulf County Sheriff Al Harrison is appealing his conviction for coercing oral sex from jail inmates. The grounds for the appeal include possible bribe attempts on the part of the women who received furloughs, said Harrison's attorney.

Florida law enforcement officers arrested 842 people March 23 and 24 for back child support in its first statewide sweep of deadbeat parents. Similar sweeps have been conducted in Maryland, New Jersey, and Ohio, authorities said.

Voodoo rituals aimed at helping criminal defendants beat the rap have become so common at the Dade County courthouse that a special squad of maintenance men has been formed to clean up dead chickens, goats, and other items each morning. The Voodoo Squad, as it is called, canvasses the courthouse grounds each morning and disposes of the charms, animals, and other objects offered as sacrifices by relatives of defendants. One courthouse official recalled how a white pigeon was once released in the courthouse and how dead lizards — their mouths tied shut with twine — were found during a break in a drug case.

LOUISIANA — A study released last month by a Kansas publishing firm has rated Louisiana the most dangerous state in the nation in terms of crime. The study, by Morgan Quitno Press, is based on 1993 crime statistics.

New Orleans Police Officer John Auster, 46, became the third city officer to be charged with a felony in March and the 12th to be charged since December, when he was arrested on six counts of attempted murder. Auster allegedly fired a shotgun into a car of teen-agers who had fought with his son. Two of the youths were injured. Auster told authorities he opened fire after one of the teens pointed an assault weapon at him.

SOUTH CAROLINA — Ui-Sun Hudson, 40, was arrested in April for stabbing two toddlers with a pair of scissors as they waited to see the Easter Bunny at a Charleston County shopping mall.

TENNESSEE — Actress Cybill Shepherd is one of 300 people who will lose their commissions as Shelby County deputies and their gun permits on June 1. Sheriff A.C. Gilles said he was tired of speculation that commissions were given to political favorites. Anfernee Hardaway, the Orlando Magic basketball star, will be able to keep his, however. He is the spokesman for the sheriff's anti-drug campaign.

VIRGINIA — Grottoes police officer David Broad faces a charge of reckless handling of a firearm in connection with the accidental shooting of Police Chief Charles Lawhome. Lawhome denies charges that he and Broad were playing "quick draw." He said he was trying to teach Broad how to draw his weapon without looking at it.

A reappraisal of the state's tough drunken-driving law may result in parts of the statute being thrown out. The law calls for the immediate one-month revocation of licenses from drunken-driving suspects, who must then face possible criminal charges. In March, local judges in southern and western Virginia agreed with defense attorney arguments that offenders are in essence being tried twice — once when their license is seized and again in court for the same charge. As a result of the judges' rulings, prosecutions and some license revocations have been halted in Prince Edward, Charlotte and Loudenberg Counties.

The Alexandria City Council last month approved a one-year pilot program to train 10 city residents as auxiliary police officers. The volunteers would receive limited training in firearms instruction, search-and-seizure laws, patrol functions, and report writing. They may also be used to ride along with uniformed officers who patrol solo. The unpaid volunteers would be given special uniforms and be covered by liability insurance. The hope is that they would free up regular officers to do more crime prevention and investigation. City officials are also considering hiring civilian employees to handle administrative duties at police headquarters.

Midwest



ILLINOIS — Two Chicago newspapers have reported that 18-year-old Steven Pfiel left his parents a note admitting to two killings with which he is charged. Pfiel was free on \$1-million bail for the 1993 murder of 13-year-old Hillary Norskog when he killed his 19-year-old brother Roger with a baseball bat and a meat cleaver on March 18. Pfiel is also accused of raping his sister. According to excerpts from his note reprinted in The Chicago Tribune and The Daily Southtown, Pfiel had been drinking with his brother when the two got into a fight. Steven "freaked out" and killed his brother, the note said. Pfiel, who pleaded not guilty to

killing Norskog, wrote that he "now knows" he is guilty of two murders.

A state investigator has concluded that the shooting of Jay McCall last month by Carbondale police was justified. McCall pointed a shotgun at officers before he was shot, said police.

INDIANA — Mayor Stephen Goldsmith's request for a 24-hour security detail of full-time officers was rejected last month by the Marion County Sheriff's Department. The agency said it could not spare the personnel; Goldsmith said he will get volunteer reserve officers.

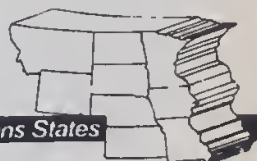
KENTUCKY — The Lexington Urban County Council tentatively OK'd a curfew March 22 that would require teens under age 18 to be off the streets by 11 P.M. on weekdays and 1 A.M. on weekends. Parents would be fined for infractions. On March 29, a disturbance in the Lexington neighborhood of Bluegrass-Aspendale drew some 50 police officers, some in riot gear. The youths were reportedly throwing rocks at cars, setting fires, and taunting police. (See LEN, Dec. 15, 1994.)

MICHIGAN — A White Cloud judge ruled March 28 that Charla Engelmeyer, 16, will be tried as a juvenile for allegedly murdering her parents while they slept. If convicted, Engelmeyer can only be held until she is 21.

OHIO — Three Brunswick police officers were wounded in a two-day siege that ended April 3 when John M. Lekan, 54, killed himself and his 9-year-old son. The siege began when police tried to check on Lekan's wife, Beverly, who suffers from multiple sclerosis and is bedridden. Lekan began shooting as the officers approached the house.

WEST VIRGINIA — Ex-State Police chemist Fred Zain was cleared last month of charges that he lied about his qualifications during a 1991 murder trial. Zain, who headed the police lab for 10 years, will be retried on another perjury charge over which a jury deadlocked. In a related development, the Kanawha County circuit clerk's office is unable to find key evidence that convicted rapist Richard Craig wants reviewed in his attempt to overturn his 1983 conviction. Some of the original forensic tests were done by Zain.

Plains States



IOWA — An independent human resources firm was hired in March to investigate an incident within the Pleasant Hill Police Department. Mayor Phil Hildebrand would not provide details of the case, but said there was a "distinct possibility" of disciplinary action resulting from the incident.

KANSAS — A bill that would allow Kansans to carry concealed weapons was approved by the state House in early April, but killed by the Senate days later. Critics of the legislation said it would lead to more violence and accidental shootings.

MINNESOTA — Minneapolis Police Officer Michael R. Parent was found

guilty on March 30 of kidnapping and raping a nurse he had stopped on suspicion of drunken driving last August. Parent, 31, is one of seven Minneapolis police officers to be charged in the past year with felonies. Before the verdicts were returned, Hennepin County District Judge Richard Solum asked residents to take pride in how the department handled the investigation. Officers responded quickly from the time of the assault and did not try to protect one of their own, said Solum. Administrative disciplinary action that could lead to Parent's termination has already been started, said Deputy Chief Greg Hestness.

MISSOURI — Street patrols and a number of key arrests are being credited by Kansas City police for the decrease in the number of robberies in recent months. During the holiday season, when robberies typically increase, Kansas City police reported 113 fewer robberies in November 1994 compared to the same month in 1993, and 93 fewer robberies in December than a year earlier. A policy implemented in August puts robbery detectives on street patrols.

MONTANA — Golden Valley County Sheriff Richard Zaharko and Under-Sheriff Dee Howard — the county's only sheriff's personnel — resigned in March, citing job burnout. Both said they had to work too much overtime.

NORTH DAKOTA — The state recorded the its lowest number of homicides — five — in 1994 since statewide records were first kept in 1978. Four of the five victims were women killed by their husbands or boyfriends.

SOUTH DAKOTA — A statewide, 24-hour-a-day number to help victims of domestic violence find a safe house or shelter was set up in March. The toll-free number is 1-800-430-SAFE.



NEW MEXICO — A 2-year-old last month led Albuquerque police to the refrigerator where her fugitive father was hiding from police. Daniel Mitchem, 21, surrendered on March 30 after breaking out of the county jail with another inmate using braided bed sheets, wire cutters, a hacksaw, and a propane torch. Mitchem had been sentenced in March to a 36 years in prison for a 1993 slaying and was awaiting transfer to the state penitentiary when he escaped.

TEXAS — Three Lubbock men who engaged in a racially-motivated random shooting spree last Oct. 16 could face the death penalty, U.S. Attorney Paul Coggins announced March 8. The three men charged in the Federal indictment are cousins Ricky Rivera Mungia, 24, and Eli Trevino Mungia, 20; and Roy Ray Martin, 19. According to the indictment, the incident began at Martin's rented house where he and the Mungias discussed their hatred of blacks and their wish to kill them. The trio then went to a racially mixed neighborhood near Texas Tech University, where they first shot Autry Morgan Vaughn Jr., blowing off part of his jaw.

Then they shot and killed Melvin De-wayne Johnson, and shot Triellis Stewart, who lost part of his right hand.

The Arlington-based pawnshop chain First Cash Inc., which has 42 stores in Texas, Maryland, Oklahoma and Washington, D.C., will no longer sell handguns, company officials announced March 27. The shops will still sell rifles and shotguns and will continue to accept both long guns and handguns as collateral for loans.

Blood-splatter analysis will be used in a murder case against Jack Reeves, 54, an Arlington man whose wife's 1978 death from a shotgun blast had been ruled a suicide, but who is now charged with killing her. It is hoped that spatter analysis will show that the victim didn't fire the weapon herself. Officials may also look into the 1986 drowning of Reeves' third wife, which was ruled an accident. The investigation of Reeves began after he failed to report his current wife missing.

James Simpson, 28, shot and killed five former co-workers at a Corpus Christi refinery inspection company on April 4 and then shot himself. A former employee of the Walter Rossler Company, Simpson shot Walter Rossler, 62, his wife, Joann, 62, and three other employees. Two more employees escaped by crawling out the back door.

The Houston Independent School District last month reported a 54-percent drop in weapons-possession incidents in schools from the fall of 1993 to fall 1994, along with a 10-percent drop in violent incidents. The 6-percent overall drop was credited to the district's zero-tolerance crime policy and the expansion of the Crime Stoppers program in the schools. More students are being arrested for criminal activity, according to HISD Police Chief Bruce Marquis.

The manslaughter conviction of Joel Lambright Jr., 21, on March 16 in Livingston marked the first time a Texas prison guard has ever been convicted of killing an inmate. Lambright faces 20 years in prison for killing Michael McCoy, a car thief and burglar, on Oct. 7. Another guard, Alex Torres, 31, was also charged with McCoy's murder and will be tried at a later date.

UTAH — Charges were dropped March 14 against an alleged Salt Lake City child molester because of the victim's frustration after two years of trial postponements. Steve L. Clark was accused of raping the 13-year-old victim in July 1991 at his Sandy home. While a 1994 amendment to the Utah Constitution guarantees a crime victim the same right to a speedy trial as a defendant, the measure came too late to help Clark's alleged victim, now 17.



CALIFORNIA — A task force of FBI agents and Los Angeles detectives will work together to solve more than 1,000 South Los Angeles slayings, many of them drug- and gang-related.

In what is said to be the first on-duty death of a San Diego-based Border Patrol agent in 20 years, Louis Santiago, 27, fell off a 120-foot cliff while chasing three people illegally entering the country.

A couple charged with killing Sonoma County Deputy Frank Trejo were in custody on March 30 after holding a Santa Rosa family hostage for hours before surrendering.

U.S. District Judge D. Lowell Jensen overturned a murder conviction on April 4 against a man whose daughter testified that she had a recovered memory of him killing her playmate 20 years ago. The criminal prosecution of George Franklin, a retired San Mateo man, is the first ever to rely on "recovered memory" testimony. Lowell ruled that Franklin had been denied a fair trial because attorneys had been barred from presenting evidence that Franklin's daughter could have learned about the 1969 murder from news articles.

A Riverside jury awarded \$1 in compensatory damages on March 24 to an offender whose crime was so

repugnant that his lawyer tried to withdraw from the case. Brian Forrett, a career felon, is serving 32 years in prison for hog-tying a woman and her roommate, ransacking her house and blinding the woman's boyfriend by shooting him in the eye. To make matters worse, said attorney Stephen Yagnan, the man received a blood transfusion tainted with the HIV virus and is now dying of AIDS. Forrett won the first phase of his lawsuit against the Riverside Police Department for excessive force when they fired 30 rounds at his backside as he fled the scene. The four officers involved in the case were all cleared by the department after an internal review.

HAWAII — Oahu hanks have been robbed 20 times so far this year, more than three times the frequency in 1994. The FBI said it has arrested suspects in 14 of the cases.

IDAHO — Acting State Police Division Administrator Ed Strickfaden was named to the position permanently March 28.

Residents in Blanchard are out-

raged by packages of hate mail that were dumped on their lawns in March. The packages contain a copy of the newspaper New Order which touts Adolf Hitler, defames blacks, and attacks multiculturalism. In Idaho Falls, police are trying to determine who distributed a hatch of racist fliers promoting the "White Genocide Manifesto."

OREGON — A man suspected of committing four bank robberies in a week in early March shot and killed himself during a standoff with Portland police March 10. According to Lieut. C.W. Jensen, Ronald Roe, 30, put a gun to his head and threatened to kill himself after leading police on a chase that ended up in the front yard of a house. A special police tactical squad was brought in, along with hostage negotiators, but to no avail.

WASHINGTON — In the wake of a March 2 shooting that left three women dead, state Supreme Court Justice Barbara Durlum wants the state to increase courthouse security in King County. Durlum wants weapons searches and bulletproof judges' benches.

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Straight to the top

A female lieutenant appointed this month to head the 1,930-officer Washington State Patrol — and whose appointment marks the first time a woman has been named to lead a state police agency — says she'll try to dismantle the "good old boy" network that she feels has impeded progress.

"A lot of people on the verge of retirement will be gone, and they will be replaced by people who share my views," said Chief Annette Sandberg, who at age 33 is one of the youngest law enforcement executives in the nation.

An attorney who once represented Seattle-area police and fire unions and who also holds a master's degree in business administration, Sandberg was appointed to the post April 5 by Gov. Mike Lowry. She succeeds Roger Bruett, who resigned earlier this month after two turbulent years at the helm.

Bruett is said to have angered legislators for his inability to come up with \$300 million in budget cuts as they had requested. Bruett's relationship with legislators was damaged further when he successfully lobbied Lowry to veto the cuts, and failed to fulfill a request by lawmakers to reassign officers in the agency's safety program to patrol.

Lowry told The Seattle Times that a "mutual" decision led to Bruett's exit. Two longtime State Patrol officials, Deputy Chief Ed Berry, a 26-year veteran, and Maj. Phil Peterson, a 26-year veteran, also retired this month.

In her relatively short career, Sandberg gained a reputation as one of the State Patrol's rising stars. Her penchant for nabbing drunk drivers and speeders — she made more than 100 arrests in 1988 — earned her a King County Trooper of the Year award. She gained the respect of union officials for her work as an attorney for the Washington State Patrol Troopers Association, which had been quietly lobbying the Governor to replace Bruett for weeks. Prior to leaving to work for the troopers association, Sandberg had headed the State Patrol's internal affairs unit.

Sandberg said she'll bring a differ-

ent management style to the State Patrol in an effort to raise morale, which she said has suffered because of harsh penalties imposed on troopers for relatively minor infractions. She said the situation made officers feel as though "there was always somebody watching over their shoulders. They were always waiting for the other shoe to drop. There wasn't a lot of praise given out."

"A lot of supervisors are near retirement and I think they've gotten used to the old way of doing things," she added. But Sandberg said anyone who thinks the status quo will remain during her tenure is sadly mistaken.

"One thing I'm going to expect is that [supervisors] be out there with their people, at 2 A.M. on I-5, and in the rain," said the Chief, adding that not even she will be exempt from that requirement.

Hanging tough

He has been officially censured by the Justice Department for his role in the violent standoff with an Idaho white supremacist in 1992 that led to the deaths of three people, but Larry A. Potts, the acting deputy director of the FBI, is still his boss's top choice to take the post permanently.

Following the decision by Deputy Attorney General Jamie S. Gorelick to censure Potts for managerial lapses during the incident, FBI Director Louis Freeh issued a statement on April 5 in which he said he still had the "utmost confidence" in Potts. The director has publicly endorsed Potts as his candidate for the bureau's No. 2 post.

The promotion would have to be approved by the Justice Department, which has not yet received the proposal in writing. But an FBI spokeswoman told Law Enforcement News that no action had been taken by Freeh as of mid-April.

Earlier, Gorelick announced that she had accepted Freeh's recommendation to censure Potts for his role in the standoff at a remote cabin near Ruby Ridge, Idaho, that was the home of white supremacist Randy Weaver and his family. The siege began when deputy U.S. marshals tried to arrest Weaver for failing to appear in court

Kudos for change agents

Officials in Ontario & Chicago singled out by PERF

Two Chicago Police Department officials who are helping to transform the agency into a decentralized, customer-driven organization and a Canadian police chief who has introduced a series of philosophical and technical innovations in his agency were the recipients of the Police Executive Research Forum's highest awards this month.

Robert F. Lunney, chief of the Peel (Ontario) Regional Police Service, received PERF's 1995 Leadership Award at its annual meeting held April 19-22 in Orlando, Fla., becoming the first Canadian police official ever to receive the honor. The award is presented annually to an innovator whose vision and efforts serve as models for those interested in improving police service.

Lunney, who was police chief of Edmonton, Alberta, from 1974 to 1987 and who began his law enforcement career with the Royal Canadian Mounted Police in 1953, has instituted a series of successful projects to improve police service since he became Peel police chief in 1990. Among them: developing technologically advanced communications and records systems; designing the most comprehensive survey of citizen attitudes about police ever conducted in Canada; instituting special programs to address child abuse and sexual assault; developing working partnerships with so-

cial-services agencies, as well as a crime prevention program using environmental design that has won local and provincial awards.

"Chief Lunney has shown a consistent, career-long interest in improving policing by effectively using new technology, working side-by-side with community residents and dealing with tough issues," said PERF's president, New York City Police Commissioner William Bratton.

PERF's Gary P. Hayes Memorial Award was presented to Barbara B. McDonald, director of the Chicago Police Department's Research and Development Division, and Charles H. Ramsey, the deputy superintendent of the agency's Bureau of Staff Services, for their work as co-managers of the Chicago Alternative Policing Strategy.

The award, which is named after the founding executive director of PERF, who died in 1985, recognizes outstanding initiatives to improve the quality of police services.

CAPS is the city's plan for transforming the Police Department from a largely centralized, incident-driven, crime-suppression agency to a more decentralized, customer-driven organization dedicated to problem-solving, crime prevention and improving the quality of life in Chicago neighborhoods. A key part of CAPS is the integration of community policing into every aspect of the nation's second-

largest police department.

McDonald and Ramsey manage the staff involved in monitoring the CAPS action plan, developing training curriculums, acting as community liaisons and overseeing funding and marketing efforts involving the CAPS program. McDonald, a former deputy executive director of the Illinois Criminal Justice Authority, also directs research and development for the CPD, while Ramsey, as deputy superintendent for the Bureau of Staff Services, Ramsey oversees the entity that performs the agency's research, planning, training, professional counseling, community relations and management and labor functions.

Professor Herman Goldstein of the University of Wisconsin Law School, who pioneered the problem-oriented policing concept, said that the pair deserved the award "because they have taken on the ambitious task of transforming a huge police department from top to bottom so that community policing will be a reality for every officer and every neighborhood in Chicago."

Ramsey and McDonald "are at the forefront of making community policing a reality in a large urban department," and provide "an example for other cities of how innovation can be embraced and applied on a massive scale," said Chuck Wexler, PERF's executive director.

Not hard enough

Acting Jefferson County, Ky., Police Chief Billy Oates stepped down March 27, vowing he would be vindicated of accusations that he helped stall an investigation into a rape charge against a police officer.

Oates became the second official to abandon the post in less than a month. Earlier in March, County Judge-Executive Dave Armstrong suspended former Chief Leon Jones following reports in The Louisville Courier-Journal that Jones had compromised a rape investigation involving one of his officers and had solicited illegal campaign contributions from his staff. Jones retired immediately after the suspension.

A Courier-Journal report that appeared last month apparently also prompted Oates's resignation. The newspaper quoted an internal department memorandum that alleged Oates and Lieut. Col. Rodney Milburn helped stall the investigation into charges by a Jefferson County woman that Officer Lance Hawkins had raped her. The newspaper called on Armstrong to appoint a new acting chief.

"I can't say what happened," Oates said during a news conference. "However, it will come out what happened, and I will be vindicated."

Oates, who became a Louisville city police officer at age 18, said he had no regrets about his decision. "This is the age of scrutiny," he said. "Perhaps I didn't do the job as chief that I

would have liked. I'm not a hard man and I think a chief needs to be."

Armstrong appointed Capt. Charles W. Loeser Jr., 45, as acting chief while a nationwide search for a permanent chief continues. Oates reverts to his Civil Service rank of captain.

Loeser, 45, made it clear that he is not a candidate for the chief's job. He pledged to do what he can to maintain public confidence in the department and the integrity of the chief's office, including an "open door" policy that he encouraged officers and the public to take advantage of.

Agreeing in part

Fort Myers, Fla., Mayor Wilbur Smith and Police Chief Donna Hansen have agreed to disagree — and have apparently also agreed not to talk about their disagreement.

Hansen, 47, resigned as chief of the city's 140-officer Police Department on April 7, one week after Smith reportedly denounced her leadership. Hansen, one of the few women in the nation to lead a large police department, denied being forced out of the position she has held since 1991.

The Mayor appointed Capt. Stuart Jennings to replace Hansen on an interim basis.

The Mayor and Hansen agreed not to publicly discuss the reasons for the Chief's dismissal, according to a mayoral aide. The aide said only that the two had "differences in management style."

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Hungary for Western-style police ideas

International Law Enforcement Academy opens its doors in Budapest

An unprecedented effort to help law enforcement agencies in Eastern Europe make the transition from totalitarianism to democracy began this month with the opening of the International Law Enforcement Academy in Budapest, Hungary, under the leadership of the Federal Bureau of Investigation.

The academy, located in a renovated building that once housed a mounted police unit, will provide an eight-week personal and professional development program to be offered five times a year. The program was developed jointly by the University of Virginia and John Jay College of Criminal Justice.

The first class, which began April 23, comprises 50 officers from Poland, Hungary and the Czech Republic. Ultimately, police officials from 25 former Soviet bloc nations will participate.

"It really is a very dramatic venture," John Jay College president Gerald W. Lynch told Law Enforcement News.

[The academy was to be formally dedicated April 24 — Hungarian National Police Day — at a ceremony that was to be attended by Vice President Al Gore, FBI Director Louis Freeh, Attorney General Janet Reno and other U.S. officials. However, the ceremony was postponed because of the April 19 terrorist bombing in Oklahoma City. It has been resched-

uled for June 16, when the first class completes its studies, said John Jay spokesman Rob Pignatello.]

The program's curriculum will focus as much on technical skills as on leadership, personal and financial management issues, ethics, the rule of the law, management of the investigative process and other contemporary law enforcement issues.

The first scheduled course is "Human Dignity and the Police," which was developed by the John Jay College of Criminal Justice in New York City to improve relations between police and their constituents, particularly in countries where the police were once used as tools of oppression and terror. Each of the courses, however, will emphasize the importance of human rights and precepts of policing in a democratic society.

The idea for the academy grew out of Freeh's visit last year to Russia and Eastern Europe, where the director conferred with officials about the spread of organized crime, money laundering, corruption and other criminal activities in the emerging democracies. In subsequent discussions with President Clinton and Attorney General Reno, Freeh proposed establishing an academy to help police officials there "combat cross-national crime," Lynch told Law Enforcement News.

Clinton and Hungarian President Arpad Goncz signed an

agreement Dec. 5 to establish the academy. The University of Virginia, which has had a 23-year relationship with the bureau to develop the curriculum taught at the FBI Academy in Quantico, Va., and John Jay College were selected to develop the curriculum for the Budapest program.

The University of Virginia "facilitated the curriculum development process" with input from partner countries in western Europe and the FBI, according to Tim Seoville, associate dean of the university's Division of Continuing Education. It will also evaluate the curriculum and offer recommendations to improve it, he told LEN.

"We at John Jay are very pleased to have been included, because of the fact that [the University of Virginia] has had that relationship for a long, long time, yet found it helpful to have access to the expertise of our faculty and the depth of our curriculum for the training in Budapest," said Lynch. "I am particularly pleased that the FBI and the university agreed to start the course by emphasizing the ethical, moral and value-oriented reasons for a democratic police organization."

The U.S. State Department provided funds for the renovation of the training facility, and other funds are being provided by the Justice Department, according to Lynch.

Shots fired — but from where?

Defense Dept. funds gunfire-locator test

A Defense Department agency has awarded a \$2-million grant to test a high-tech system that utilizes advanced acoustic sensors to instantaneously detect, recognize and pinpoint the location of gunfire in urban areas.

The DoD's Advanced Research Projects Agency notified officials of Alliant Techsystems Inc. late this month that funds to begin a pilot test of the project are forthcoming, said Randy Doblar, director of business development for the Minneapolis-based firm and co-holder of the patent for the system known as Secures, for "System for the Effective Control of Urban Environment Security."

The money will be used to test the system — one of several currently in development — in a real-life urban environment sometime this year, ac-

Gunshot detection technology moves from submarines to city streets.

cording to Doblar, who told Law Enforcement News that successful "proof of principle" tests had already been completed with the assistance of the FBI and the Washington, D.C., Metropolitan Police Department.

The National Institute of Justice will use \$500,000 for an "independent operational and technical evaluation" once the demonstration system is installed and operated, Doblar added.

The system's main component is a small device that can be mounted on

utility poles, buildings or other surfaces. Measuring just 2 inches by 2 inches by 2+ inches, the battery-run device has an acoustic sensor, electronics and a transmitter. The device, which has the ability to differentiate between various background sounds common in an urban environment, "listens" for audio characteristics unique to gunfire.

"It's on all of the time, adapting to the background noise levels in the city, looking for events that jump out of the background with certain rise times and certain amplitudes," explained Ed Page, Secures' designer and program manager. "Once it receives a candidate condition, another part of the circuitry is triggered, which then keys on additional characteristics [of gunfire], such as frequency bases. Then it nails it

down absolutely as to whether it's a gunshot or not."

If gunfire is indicated, the device's transmitter alerts police patrols or 911 dispatchers, he added.

The device, which is shock- and weatherproof, is accurate 99.9 percent of the time, Page said, making misreads or false alarms unlikely. "There are a lot of noises that sound like gunshots, but we've got the signature of gunshots defined so that we can now distinguish all false alarms," he said.

Doblar said the NIJ officials will help select a test site, which will cover a square mile of an urban area. "The physical site that is selected in the city is not ours to choose. It will be up to the police agency and the local government," he said, adding that the test will be conducted "in concert with po-

lice." If tests are successful, Alliant could begin production of the system in a year, Page added.

"The key to this whole system is having developed the software to distinguish gunfire from all the other noises in the city. That was no minor feat. Our ability to distinguish sounds is all based on our years of work with the Navy to detect submarines. It's acoustic signal-processing technology applied to something totally different," Doblar said.

A gunshot location system is to be tested in Redwood City, Calif., sometime this year, according to Corinne Centeno, an aide to City Manager Ed Everett. About \$25,000 has been allotted for the test, which has not yet been scheduled, she said. "The technology has never been tested in an urban setting, so we're only going to see whether it makes sense to further develop it."

Residents concerned about the increasing random gunfire lobbied city officials to test the system, which was developed by Robert Showen, a former engineer at SRI International of Menlo Park, Calif., who now heads his own firm, Showen Enterprises.

Showen told LEN that his system uses "triangulation of the onset times of gunfire" gleaned from acoustic sensors mounted on utility poles and other surfaces. Data lines send the information to a central computer, dispatch center or police computers in cruisers.

Showen said tests of the system showed it to be accurate within 10 feet to 50 feet, but that rate could be improved with the installation of more sensors in the area being tracked for gunfire. "This is an idea whose time has come. . . . It would really help improve the quality of life in our inner cities," he said.

SRI International is also developing an urban gunshot location system using acoustical sensors to identify the location of originating gunfire. "The technology is in the developmental stage, and we're in the process of trying to get some support from the Federal Government," said Heather Page, a spokeswoman for the firm.

VINE bears some appealing fruit for crime victims in Louisville area

A computer-aided information retrieval system — similar to that used by banks to provide on-line account information to customers — is allowing crime victims in Jefferson County, Ky., to get updates on the status of inmates, and perhaps more importantly, alerts them to the imminent release of assailants.

The Victim Information and Notification Everyday (VINE) system, which is said to be the first of its kind in the nation, gives callers information about times and locations of court dates, the status of inmates incarcerated in the county correctional system, and also allows victims to register so they can be automatically notified when an inmate is to be released from jail.

"It's the same technology that's used by banks to give people access to their account information, but it's the first time that it's ever been applied to provide services to victims," said Mike Davis, a marketing representative for Interactive Systems, the Louisville-based company that developed VINE.

Calls are answered by a state-of-

the-art computer that relies on voice recognition to register victims who want to be notified about an assailant's release date. VINE not only automatically calls registered victims repeatedly until they are contacted, it can also patch callers through to court and corrections officials and provides information and referrals about victim services offered by the county.

"It's a relentless system," said Shannon Meddings, the legal justice coordinator of the Center for Women and Families' Spouse Abuse Center in Louisville, who told Law Enforcement News that the callback capability is especially important for domestic violence victims. "Prior to this, victims really got no official notification," she said. "One drawback is that victims have to register themselves, but they are definitely using it."

"It's for anyone who wants information about an inmate — lawyers, family members or victims," noted Marcia Roth, director of the Jefferson County Office for Women, "but we've found that domestic violence victims

are using it the most, which is what we expected. We know that the person most likely to be at risk when someone is released from jail is the person in a relationship with the inmate."

That point was shockingly brought home to Louisville in December 1993, when Mary Bryon was shot to death on her 21st birthday, allegedly by an ex-boyfriend just released from jail who had been stalking her. The suspect, Donovan Harris, had been in custody on charges of kidnapping and raping Bryon. Neither Bryon nor her family had been aware of Harris's release.

The case prompted county Judge-Executive David L. Armstrong to call for the development of a notification process for victims. Residents of Jefferson County, Bryon's hometown, donated \$50,000 to finance the project.

"There was no system at all in Jefferson County where you could learn if someone was out of jail," said Jefferson County Police Chief Fred Roemele. "You might change your habits a little bit if you knew an assailant was out."

Since VINE went on line last De-

cember, more than 700 victims have registered for notification, and the system has made over 11,000 victim-contact attempts — or an average of seven per person, Roth told LEN. VINE continues to call every 30 minutes for 24 hours until the person registered for notification — who is identified by a four-digit code — is contacted. After 24 hours, a letter about the impending release is sent to the victim.

Similar systems will soon be operating in at least 50 jurisdictions nationwide, according to Davis of Interactive Systems, who pointed out that VINE would be particularly useful in states with victim-notification laws.

"What our company has done now is taken the technology we developed in Louisville and placed it in a call center," he said. "Through the center, we can link in other communities around the country, allowing them to receive the same service and making it affordable to communities of any size."

(Readers wishing to test VINE should call 502-574-8463 and use the inmate number "111111.")

New From the National Institute of Justice

Several important new information resources are now available from the National Criminal Justice Reference Service (NCJRS), the Clearinghouse established by the National Institute of Justice to disseminate research findings about crime, its causes, and its control. If you are a criminal justice practitioner, researcher, policymaker, or academician, take a look at our most recent titles, listed below, covering topics ranging from community policing to anti-violence programs to sentencing policies in the U.S. and abroad.

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Arthur L. Kellerman, M.D., M.P.H.
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P L U S

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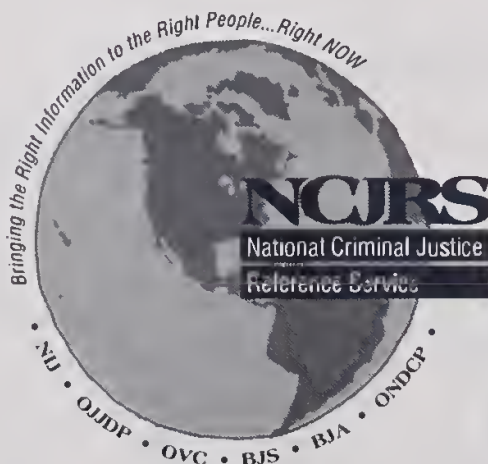
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Provides practical help to States and local public and private groups seeking to safeguard their communities

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NCJ 150044 — Volume 1, *Promising Programs*: \$17

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NCJ 152057 — *PAVNET Online User's Guide*: **Free**

➤ **PAVNET on Diskette.** PAVNET Resource Guide (Volumes 1 & 2) are also available on two 3.5" high-density diskettes in WordPerfect 5.1 and on two 3.5" high-density diskettes in ASCII. You can use the WordPerfect search capabilities or the ASCII editor to search for information on your own personal computer. The READ ME file provides instructions.

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Promotional 'passovers' challenged

Continued from Page 1

the troopers' position" that promotions should be made on the basis of promotional tests scores, not minority or gender status, insisted Michael Marshall, the attorney for the Fraternal Order of Police Lodge 76, which represents Baltimore-area troopers.

State Police attorneys, however, said the agreement does not involve changing promotional procedures and would have no direct effect on other state workers. "It was strictly a financial settlement...calculated to avoid risking further litigation" which could "create a morale problem" in the State Police, said Assistant Attorney General Larry Fletcher-Hill.

The troopers challenged former Supt. Elmer Tippet's promotion policy of passing over top-scoring white male candidates to select lower-scoring black

and female officers. Lawyers for the State Police argued that Superintendents had wide discretion under state law to select candidates from any spot on the promotion list. In some cases, candidates who show strong leadership or organizational abilities were promoted, even though they fared poorly on promotion tests.

Passed over

Four white male Indianapolis police officers filed a Federal civil rights lawsuit April 10, alleging that a policy of reverse discrimination in the Police Department's promotion process led to their being passed over for promotions to sergeant.

Sgts. Thomas Black and Vincent Huber and Patrolmen Jaffrey Mastin and Steven Dubois contend that they

were discriminated against when Police Chief James Toler made recommendations from a promotional list in January 1993. According to the lawsuit, Toler recommended the first 12 officers on the list, all of whom were white males, for promotion. He skipped over four more white males to recommend the promotion of the next ranking candidate, a white female. Toler then skipped seven more spots held by white males to recommend the final candidate for promotion, a black male.

The plaintiffs seek promotions for Mastin and Dubois — Black and Huber were promoted to sergeant last year — plus back pay, seniority and an end to the policy.

Police Department spokesman Lieut. Michael Spears told Law Enforcement News that the department would not comment on the lawsuit because of its

pending nature.

Mastin, reached by Law Enforcement News, said that skipping over higher-ranking white officers to promote others on the list is a form of adjusting test scores, in violation of the Civil Rights Act of 1991. An attorney who has been an Indianapolis police officer since 1987, Mastin also charged that white males being considered for promotion were not a party to a consent decree on hiring that has been in effect in Indianapolis since 1978.

"Our consent decree addresses only hiring," he said. "The only thing it says about promotions is that they be fair, but it gives no guidelines whatsoever to the department on how promotions will be addressed. How can you litigate my rights if I've never had my day in court?"

Because promotional lists are compiled so infrequently, being passed over could mean a years-long wait for another chance to advance on the force, Mastin contended, adding that the list being challenged expired last year.

Richard Daley decided to bypass the test and promote 13 more sergeants — eight of them minorities — on the basis of performance and merit in order to increase diversity in the Police Department's command staff.

The announcement of the 13 merit promotions — which included five blacks, five whites and three Hispanics — sparked angry protests from many of the 800 sergeants who took the exam. One of them, Sgt. James McArdle, filed suit contending he was unfairly passed over for promotion. On March 29, Cook County Circuit Judge Ellis Reid sided with McArdle and blocked the appointments.

The city then took the case to the Appellate Court, which allowed the sergeants' to continue their training but also kept the injunction in effect, pending a full hearing on the city's appeal. That hearing is expected to occur in June.

The controversy over the test has created tension among members of the rank and file and between police unions and fraternal groups representing minority officers. William Nolan, president of the 15,000-member Fraternal Order of Police Lodge No. 7, told Law Enforcement News that if the Appellate Court rules for the city, the matter may eventually end up before the U.S. Supreme Court.

Salvador Martinez, president of the 300-member Latin American Police Association in Chicago, told LEN that the problem could be rectified if the city provided candidates with "proper preparation" for the exam, including providing reading lists, sponsoring study groups with qualified instructors and increasing access to general and special orders that candidates must study to perform well on the test.

The 13-year veteran added that in the future the promotional procedure should be amended — and codified in city law — so that 20 percent to 25 percent of the promotions are reserved for a merit basis.

Williams's approval ratings in LA depend on whom you ask

Continued from Page 1

anything more than a resounding 'yes' to that statement, I would be deeply surprised," said Jack Greene, the director of the Center for Public Policy at Temple University in Philadelphia.

Greene, who has worked closely with Williams in both Los Angeles and Philadelphia — where Williams was police commissioner — is currently evaluating the Los Angeles Police Department's efforts to implement community policing. He says the advances it has made in that effort far outstrip those of other law enforcement agencies of comparable size.

"This is one of the few police departments across the entire country that's trying to do this systemwide, with no experimental districts, no experimental divisions, no pilot programs, but with a real reformation of basic systems, understandings and its strategic vision," Greene told LEN. "That's tough to do in a very large-scale organization in a crisis bent."

Brought to Los Angeles as a reformer and placed in the unenviable position of succeeding Gates, the iron-fisted chief who led the department for 14 years, Williams has made major strides that may have been overshadowed by gloomy headlines and other negative publicity about the department in the past four years, according to Greene.

Among the achievement cited by Greene were successfully lobbying city officials to end a hiring freeze and gaining a commitment from the city to bring the force up to 10,000 officers in the next few years; overseeing a total reorganization of basic patrol services; establishing community advisory boards in which residents and community leaders interact with every level of the command structure, upgrading the agency's technological capabilities; developing the department's first-ever strategic plan, and mission and core values statements; and ensuring that reforms ordered by the Christopher Commission following the Rodney King debacle continue apace.

"Those are not inconsequential," Greene opined. "If the department was viewed abysmally by the community, the Mayor [Richard Riordan] would never have gotten the support to [in-

crease department resources] The department has to get some credit for the movements that have been made, and frankly, my belief is that Willie Williams is responsible for them."

"I think Williams is very popular with the public," said Rick Taylor, campaign manager of Citizens to Turn L.A. Around, a broad-based coalition of citizens and community and business leaders attempting to solve some of the city's problems. But, Taylor added, "I talk to police officers and they are not pleased with the Chief. They don't think he's much of a leader. In their opinion, he's not doing anything to back up his men and women."

Williams suffers a lack of political support as well, Taylor said. "Some members of the City Council — probably a majority of them — don't feel confident in him anymore. He's got a phenomenal public perception, but he's also got a tremendous political problem, where the people who hired him aren't happy with their choice."

Cliff Ruff, president of the Los Angeles Police Protective League, told LEN that morale is "horrible" with an average of 40 officers a month leaving the department. But he doesn't blame the Simpson case, or even Williams. "It's a culmination of things that have occurred since March 3, 1991 [the date of the Rodney King beating]," he said, including "18 months of constant media-bashing" and "severe budget and contract problems."

"Law enforcement is held accountable for too many social ills that we don't have any control over — poverty, crime, lack of education, violence — and we're expected to have all the cures," Ruff observed. "So we end up getting the brunt [of criticism] and it's convenient to blame us for all of the social problems. How you cure it, I don't know. It's way beyond our control, but we're left with the results."

Of Williams, Ruff said officers' perceptions are that he is "honestly trying, but he doesn't have the leadership qualities [Gates] had." He comes from a cosmopolitan, compact, East Coast city to a geographic area that's spread out, where the whole style of law enforcement and the community bases are completely different. You can't blame Williams for being put in

the position; you blame the morons who put him there."

City officials are reportedly having second thoughts about Williams' abilities, but the unsubstantiated reports about the Chief's performance evaluation prompted Riordan to release a public statement of support for Williams in February in which he declared: "I want the Chief to succeed. After all, as the Chief succeeds, so does the Project Safety Los Angeles plan, so does community-based policing, and so do Angelinos and the city."

Cmdr. Tim McBride, the department's chief spokesman, told LEN that attrition is "a little higher than usual," but, like Ruff, he cited a variety of reasons that did not include Williams' leadership. "We have declined from being one of the best-paid in the state to mediocre at best. We have a heavy-duty work level, plus a variety of urban issues we have to deal with," he said.

The increase in manpower to 10,000 officers over the next four years should help ease the workload, said McBride, and the department is currently experimenting in four pilot areas with a shift arrangement in which officers work three 12-hour days, with four days off.

Watchdog adopted

Los Angeles voters this month approved a key recommendation of a panel charged with formulating Police Department reforms following the 1991 police beating of Rodney King, overwhelmingly supporting the establishment of an inspector general to monitor and audit disciplinary actions against police officers.

Voters approved the position by a 65-to-35 percent margin on April 11. Elena Siern, a spokeswoman for the Los Angeles Police Commission, said the commission will appoint a candidate to the civilian post within 30 days of certification of the election results. The inspector general will not have subpoena powers, she said.

Cliff Ruff, president of the Los Angeles Police Protective League, whose members opposed the measure, said the post would only add "another level of bureaucracy" to an already top-heavy system of police oversight.

On hold

Thirteen Chicago police sergeants who were selected to be promoted to the rank of lieutenant on the basis of merit, rather than on promotional test scores, finished training for their new rank this month. But they remain sergeants for the time being because the Illinois Appellate Court upheld an injunction against their promotions issued by a Cook County Circuit Court judge.

The Appellate Court's action occurred on April 6 — the same day the 13 sergeants who were promoted on the basis of merit finished their training. It was yet another twist in the saga of the lieutenants' exam, which the city paid outside consultants \$5 million to develop in hopes of coming up with an unbiased test.

When only 13 minority officers were among the top 175 scorers, Mayor

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AA/EQE

Montana militias face off with local police

Continued from Page 1

where as "freemen" and "constitutionalists," such groups have sprung up in more than 30 states, according to some estimates, and more than 100,000 Americans may be involved.

In Montana, a series of increasingly violent showdowns between local law enforcement and anti-government militia groups has been percolating since early this year, and in March alone resulted in numerous arrests and confiscations of weapons, and a flurry of legislation aimed at making shaken public officials feel safer.

Confrontations became so numerous and disturbing last month that Gov. Marc Racicot publicly warned the anti-government groups to toe the line. "Any civil disobedience of any kind is not something that a civil, organized society can tolerate," he said in a Capitol news conference.

Freemen and militia groups alike profess that the Government has perverted the original intent of the U.S. Constitution and is denying them their rights. The United States, they say, went bankrupt in 1933.

Freeman groups, many of which have sprung up in eastern Montana, have tried to set up their own common law court system in Musselshell County and other towns.

"Freeman" doctrine also asserts that an armed citizenry is necessary to keep the Government in check.

The increased activity in March, including the attempted takeover of a town by its "freeman" mayor, has state and local authorities preparing for any trouble. Law enforcement agencies have been on the alert since March 2 — more than six weeks before the

bombing in Oklahoma City — when William L. Stanton, a freeman rancher-farmer, was sentenced to 10 years in prison for terrorist acts against the residents of Garfield County.

Stanton, 64, is the first freeman to be prosecuted on felony criminal syndicalism charges. Those charges are defined as advocating crime, malicious damage to property, violence or other methods of terrorism to accomplish industrial or political ends.

District Judge Kenneth Wilson was one of the public officials and private citizens threatened with potential violence by freemen.

Stanton, who received the maximum sentence allowed, was also fined \$5,000 for issuing a had \$25,000 check last October to the Garfield County treasurer.

During a 27-minute pre-sentencing statement, Stanton, argued that the proceedings against him violated state law, the U.S. Constitution, and Montana's 1889 Constitution. He also supported his view with passages from the Book of Revelation.

The same day as Stanton's sentencing, officials hundreds of miles west in Ravalli County banned all weapons and explosives for 90 days from the County Courthouse. The emergency ordinance, discussed and passed in just an hour, came in response to two days of conflict with anti-government activists who threatened a takeover of the premises.

A ban on weapons and explosives in county buildings was also approved March 22 by Missoula County officials, and similar measures are said to be under consideration in other jurisdictions as well.

The Ravalli County confrontations

begin in February after a sheriff's deputy arrested Scott Greenup, 29, the son of an elk rancher and tax protester, Calvin Greenup. Scott Greenup allegedly resisted arrest and assaulted the deputy after he tried to impound his truck on a civil warrant. Greenup, released on \$5,000 bond, failed to show up in District Court.

Instead, a fellow constitutionalist, Al Hamilton, presented a 26-page notice to District Judge Jeff Langton, Deputy County Attorney Mike Rear-don and Justice of the Peace Ed Sperry, claiming Greenup was not subject to the court and that the charges were a "sham."

Hamilton has since been arrested himself on a charge of felony intimidation for allegedly threatening Darby

Town Marshall Larry Rose, who tried to stop Hamilton's daughter April 2 as she drove a car with expired plates. The daughter, Lynne Miller, did not pull over until she reached her father's house, where he and several armed friends allegedly threatened the outnumbered and outgunned Rose and his officers into backing down.

Rose tape-recorded the incident, however, and that evidence helped to secure the warrant against Hamilton, who was arrested April 5 by 10 Ravalli County deputies and Highway Patrol officers after they surrounded his car.

Calvin Greenup, meanwhile, has been holed up on his ranch as a fugitive from an arrest warrant charging him with refusing to pay his 1992 taxes.

Greenup, who has vowed not to be

taken alive, is the state coordinator of a group known as the North American Volunteer Militia, which has written a letter to Revenue Department officials saying that "agents will be sent home in body bags" unless the prosecution of Greenup is called off.

In Cascade, the town council voted March 3 to suspend Mayor Tom Klock, who had been charged with felony criminal syndicalism and misdemeanor official misconduct in connection with his freeman activities.

Klock, who had declared that he wanted to turn the town of 800 residents into a freeman enclave, was arrested after he deposited \$20 million in phony money orders into a local bank. He pleaded not guilty to the charges March 28.

National FOP looks at police suicide — & will keep looking

Continued from Page 1

for police officers because they're required to have gun in their homes. Having a gun makes a suicide attempt more likely to be lethal," she said.

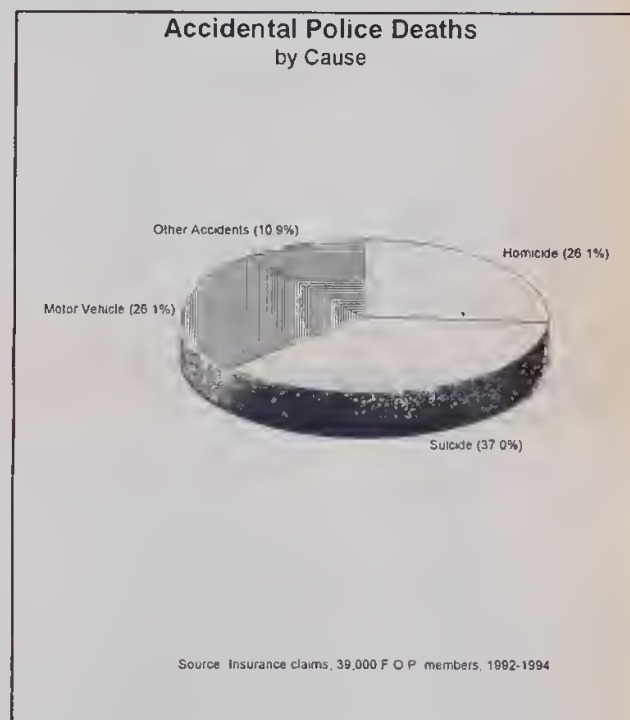
The study also compared its findings with those of previous analyses of suicide among police officers, as well as with those that examined suicide rates among other occupational groups. Langston said the center's findings were most similar to those in a study of suicides among Wyoming police officers in 1970, when 23 suicides per 100,000 were reported. A study of New York City police that covered the years 1960 to 1973 found a slightly lower suicide rate — 19 per 100,000 — than that indicated by the center's data, she said.

The prevalence of suicide among police officers may be a factor in their lower life expectancies. Langston said the average age of death for all officers in the study was 64, while the nationwide life expectancy is 73 years for white males and 65 years for black males. The average age of a police suicide was 49.7 years, she added.

Langston said the center's examination of police suicide will next focus on the apparent "psychological impact of retirement on police. We intend to do a followup study to get more specific details on causes of suicide and specific stressors that police officers suffer." As part of "Operation Trident," FOP officials plan to conduct retirement seminars to ease the transition to civilian life.

The FOP also plans to set up a hotline that police officers can call to receive information about programs and which will provide them with a sympathetic ear. Langston, who said an FOP committee is currently examining the proposal, said the need for such an outlet is crucial because many small law enforcement agencies do not have employee assistance programs for troubled officers. Even those officers with access to such programs often avoid asking for help, she added.

"A lot of times, police agencies' mental health services are often tied to disciplinary actions," she said. "There's a lot of mistrust between officers and employee-assistance programs. The idea is that they would talk to us and would have trained, volunteer listeners who could offer them a confidential way to



voice their problems and refer them to assistance."

"Suicides are more preventable than homicide, so we want to do everything we can to keep officers alive," Langston added. "With all of the problems they're experiencing already, there's no reason for them to take their own lives."

Problem in NY?

The American Suicide Foundation will fund a study by the New York City Police Department of suicide among its officers, it was announced this month.

Police Commissioner William Bratton authorized the study following last year's record total of 12 police suicides. The study will first examine the records of officers who killed themselves last year, and compare them with those that occurred in previous years.

Dr. Herbert Hendin, the foundation's executive director, said last year's suicide toll could be an aberration, and suggested that the publicity surrounding the deaths may have played a role in subsequent suicides.

"The press may have made a problem of something that we're not sure is a problem at all," Hendin told Law Enforcement News. "Twelve in one year does not make an epidemic of suicide.... Just looking at the figures — 12 out of 30,000 police officers, which would be a little over 36 per 100,000 — that's not so far off the rate for men in that age group who are in that type of occupation."

Two New York City police officers have taken their own lives so far this year. The latest suicide occurred April 26 when a female police officer who had been on the force only since 1993 shot herself with her 9mm. service revolver, apparently after an argument with her fiancé over wedding plans.

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Law Enforcement News

Vol. XIII, No. 251

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June 30, 1987



The might of the right

LEN takes a comprehensive look at the threat posed by white-supremacist paramilitary groups. On 1.

Also in this special issue:

- ★ Cops and the Klan — they're not mutually exclusive. Page 1.
- ★ "The Turner Diaries": Racist fantasy becomes blueprint for revolution. Page 6.
- ★ Advocacy of distasteful causes doesn't bar neo-Nazis from the ACLU fold. Page 7.
- ★ Forum: U.S. Deputy A.G. Arnold Burns on the neo-Nazi "Hall of Shame." Page 8.
- ★ LEN interview: Under Sheriff Larry Broadbent of Kootenai County. Ida. home of the Aryan Nations. Page 9.
- ★ From the bookshelf: Review of a book detailing an alleged neo-Nazi assassination. Page 13.

See above: District Attorney Jimmy Evans (l.) of Montgomery County, Ala., examines the indictments of two Klan members in connection with the 1985 arson burning of the Southern Poverty Law Center. On the table in the foreground are confiscated explosive devices Evans said were going to be used by Klansmen against blacks at a future civil rights march.

Been there... Done it...

Law Enforcement News has long been covering the emergence of paramilitary right-wing extremist groups. For reprints of this special June 1987 issue, send check or money order for \$5.00 to: LEN Reprints, 899 10th Ave., New York, NY 10019.

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January 1995

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DRUNK DRIVING/LIQUOR LIABILITY REPORTER

178

STATE V. NAGEL, 880 P.2d 451, 320 Or. 24 (1994). Police officer's administration of five field sobriety tests to defendant constituted searches under both the Oregon and Federal Constitutions. These searches were held to be reasonable under both Constitutions as they were performed under exigent circumstances.

The defendant was pulled over by a sheriff because only one of his automobile headlights was working. The sheriff smelled alcohol and consequently had the defendant perform five field sobriety tests. Upon completion of the tests, the sheriff arrested the defendant for driving under the influence of intoxicants (DUI). The defendant moved to suppress all evidence derived from the field sobriety tests arguing that the administration of such tests violated his right to be free from unreasonable searches and seizures under both the Oregon and the Federal Constitutions. The trial court denied the motion to suppress and the court of appeals affirmed.

On appeal, the Oregon Supreme Court first tackled the issue of whether this police conduct amounted to a constitutional search. The test to determine whether police conduct reaches the level of a constitutional search is "whether the government's conduct would significantly impair an individual's interest in freedom from scrutiny, i.e., his privacy." Here, the series of unusual maneuvers required by the officer enabled the officer to detect aspects of the defendant's condition not readily ascertainable to a member

of the public. The Court concluded, therefore, that the administration of the field sobriety tests constituted a search under the Oregon Constitution. Having determined this, the Court then held that the trial court correctly applied Oregon law that the officer's subjective belief that probable cause existed was objectively reasonable. Further, the Oregon Supreme Court found that blood alcohol content is a transitory condition, "the evidence of which will dissipate in a relatively short period of time." Here, evidence of the defendant's intoxication may have disappeared by the time the officer had been able to procure a search warrant to conduct the field sobriety tests. Thus, the search was reasonable because it was conducted under exigent circumstances.

The Oregon Supreme Court reached similar conclusions under the Fourth Amendment right to be free from unreasonable searches and seizures. First, the Court found that field sobriety tests are counter to a reasonable expectation of privacy and thus constitute a search within the meaning of the Fourth Amendment. However, just as it was under the Oregon Constitution, the search was reasonable under the Fourth Amendment for the same reason: it was based on probable cause and was conducted under exigent circumstances. Accordingly, the Oregon Supreme Court affirmed the decision of the court of appeals and the judgment of the district court.

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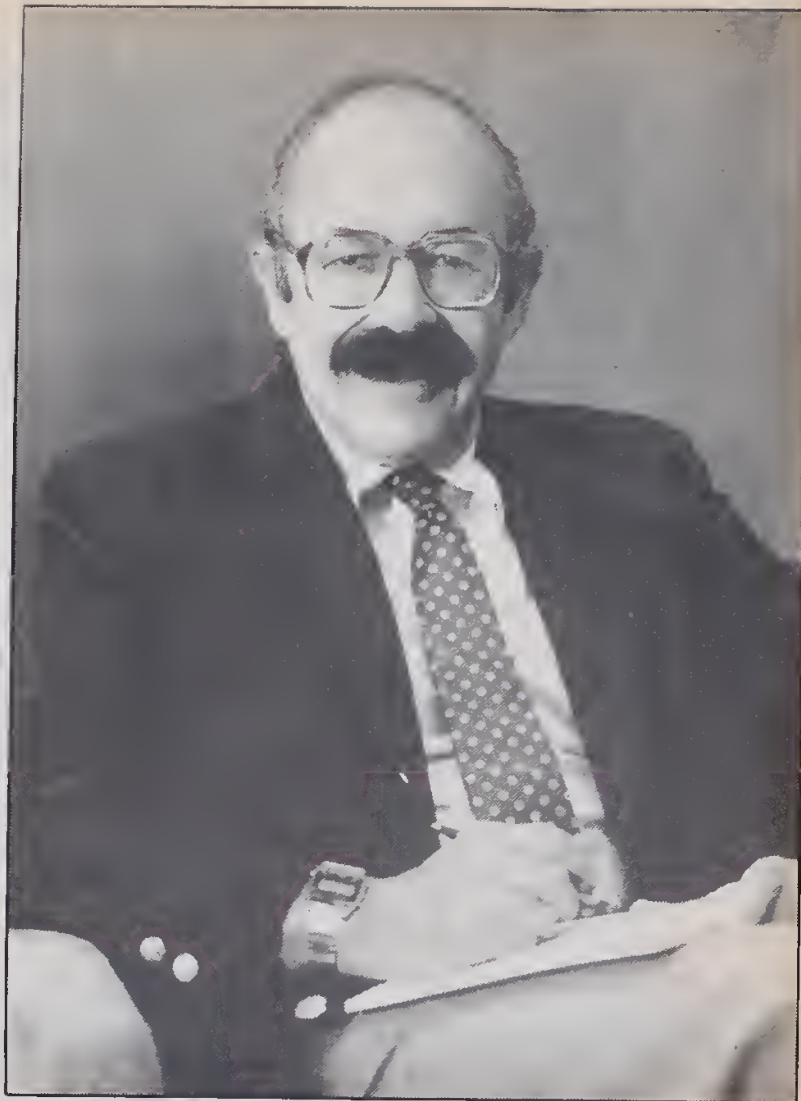
He's been called the guru of demographics and has captivated many a researcher and practitioner with his analysis of national trends — lectures and presentations that are often punctuated with graphics that can be every bit as disturbing as they are enlightening. He is called upon by journalists who wish to broaden the scope and expand the depth of their stories. To many in his field, Alfred Blumstein is considered to be one of the nation's leading experts on the big picture in criminal justice.

Blumstein brings a valuable historical perspective to his work, based on a career that spans more than 30 years, including service on the President's Commission on Law Enforcement and Administration of Justice in 1966-67 as director of its Task Force on Science and Technology. From 1979 to 1984 he was chairman of the National Academy of Sciences Committee on Research on Law Enforcement and the Administration of Justice. He was also chairman of the Pennsylvania Commission on Crime and Delinquency from 1979 to 1990.

Since 1986 he has been the Dean of the H. John Heinz 3d School of Public Policy and Management at Carnegie Mellon University in Pittsburgh. The holder of bachelor's and doctoral degrees from Cornell University, Blumstein has generated a prodigious array of publications and research on such issues as criminal careers, criminal justice phenomena and policy, sentencing, deterrence and incapacitation, prison populations, flow through the system, juvenile violence and drug-enforcement policy, management, and demographic trends.

For Blumstein the importance of conducting research cannot be understated. He believes that the Government doesn't spend nearly enough on crime research, and cites as an example the declining budgets of the National Institute of Justice since the mid-1970s. "There is little question but that the locus of research on crime and criminal justice should be the responsibility of the the Federal Government," he wrote recently along with co-author Joan Petersilia. The findings from such research "represent a public good to be shared broadly. The provision for such public goods...is the natural role for the Federal Government." Just as frustrating to him is the fact that available research about what does work is often ignored in the policy- or law-making process because political ideology tends to supersede knowledge and rationality.

Of late, Blumstein has been on somewhat of a mission — to warn the country that the deadly combination of kids, crack and guns serves to explain the country's recent surges in serious crime and the dramatic increases in juvenile criminality. Blumstein offers good news and bad news. The number of 15- to 19-year-old males — the group that commits the most crime — is bottoming out this year and has already contributed to recent decreases in homicide rates around the country. That's the good news. The bad news makes for a grim, chilling picture: Between 1995 and 2010, this population cohort will grow by some 30 percent, and many of them will have grown up in poverty to single mothers. To help mitigate a possible tsunami of juvenile criminality, Blumstein says, there must be increased emphasis on and use of existing weapons laws at the local level, along with significant changes and redirections in public policy. Without such changes, he predicts, the crime wave of the early 1990's that broke homicide rates nationwide will be nothing but a small taste of what is to come.



A LEN interview with

Professor Alfred Blumstein of Carnegie Mellon University

"If the country decides that it wants to do something about this, it's really got to worry about the development of kids who increasingly are growing up in non-functional, dysfunctional households."

LAW ENFORCEMENT NEWS: Your research states that crime in the United States changed dramatically in 1985. What happened?

BLUMSTEIN: Aggregate rates of murder and robbery in particular, which had been coming down since 1980, turned around and started going up. I believe an important factor in the downturn, following a peak in 1980, was the aging of the baby boomers out of the high-crime ages, because it's those folks who contributed to the growth in the late 60's and 70's. What also happened in 1985 was the introduction of crack, particularly in urban areas, which gave rise to a large demand for crack, and the recruitment of lots of people, particularly young people, into the market to sell the crack.

LEN: What is it about crack that made such a significant contribution to criminality?

BLUMSTEIN: Crack became a major drug of choice, particularly in urban ghettos, whereas powdered cocaine was previously bought much more by people with reasonable incomes, and used recreationally. They could buy weeks or months of supply because they had enough cash to buy it and store it. Crack appeared on the scene and became a product that was bought by people who didn't have the resources for buying multiple hits, and who didn't have places to store it without it being stolen, so that the number of transactions involved became very large. That gave rise to the recruitment of lots of people, and strikingly, lots of young people, who hadn't been in that market as sellers before.

Having been recruited, they then adopted the mores in a variety of ways of the illegal marketplace, rather than general societal mores. In particular, they picked up the view of using guns because they needed those to protect themselves because they were carrying lots of valuable stuff, they were in no position to call the police if somebody set upon them. They had to start

carrying guns. As a result, because kids are tightly networked, other kids that they hung around with, in school or out on the street, started carrying guns themselves. The more kids started carrying guns, the more the incentive for the other kids to start carrying.

This gave rise to an escalating arms race out in the streets among the kids. Kids are not very good at resolving disputes verbally, as most middle-class folks are. When you look in school yards, we're always seeing pushing and shoving and fighting. When the guns are around, that pushing and shoving and fighting escalate into shooting. That's really contributed to what has been the most dramatic change in the crime story in the last five to 10 years: the dramatic growth of homicide by young people of young people.

LEN: It does seem as though younger and younger kids are becoming involved in murder. . . .

BLUMSTEIN: There was a dramatic growth that showed up among all the ages 18 and under, whereas for 24-year-olds, there was no growth at all. With what was formerly the peak ages of 18 through 24, the 18's went up dramatically, and so did all the younger ages, while the 24's went nowhere.

What was striking is that there was real stability for 15 years, then suddenly, things started going way up, reaching a peak in about 1991. Things may be stabilizing, in part maybe because the drug industry has stabilized. We don't see the growth in drug arrests. Nor do we see the growth in other indicators of drugs that we saw during the period of the late 80's. The distressing point is that the guns are still out there, and the gun market could well be taking off on its own. Even if the drug market were to recede, the gun market could still continue because all those young kids have an incentive to get a gun. It's both a mixture of self-protection, as well as a status and style factor — I think of it in part as the sneakers of the 90's. So the first thing we've got to worry about is how do we get those guns out of the hands of those kids.

"The police confiscate guns and don't do anything with them. They don't use them as a means of investigating that gun market. Just as we do plea bargains, there might well be 'gun bargains' attached to giving information in regard to the gun and the source of it."

LEN: Can you offer any suggestions in that regard?

BLUMSTEIN: Sure. I think that in almost all jurisdictions it's illegal for young people to be carrying a gun — and "young people" may mean 18, it may be 21, and maybe it should be something like 22 or 24. They are violating the law, and enforcement of that would entail no violation of Constitutional right that has been claimed by some. The way to do that is a mixture of, number one, aggressive stop-and-frisk by police, sensitizing police to indicators that a kid walking down the street is carrying a gun. This could include the fact that the kid pats himself down. It could include the fact that he walks with somewhat of a limp, reflecting the fact that the gun is in his waistband. It's a matter of police training that could be used to sensitize them.

"Gun bargaining"

LEN: Do you think that the Federal law enforcement agencies should take a larger role in getting to the sources of these illegal weapons?

BLUMSTEIN: There's no question. But my first emphasis is get the guns out of the hands of the kids. My second argument is that we have been obsessed with the illegal drug markets for the past 15 years and have paid no attention to the illegal gun markets. So we should do that quite aggressively. In the Federal crime bill of 1994, both possession of guns by kids and the sale of guns to kids were made Federal crimes. The first one hardly seems an appropriate Federal crime because that really relates to local enforcement. The second is clearly an appropriate Federal crime because much of the gun sales do, in fact, involve interstate commerce.

In most cases, the police confiscate guns and don't do anything with them. They may put them in a gun locker, but they don't use them as a means of investigating that gun market. Just as we do plea bargains, there might well be "gun bargains": attach bargains to giving information in regard to the gun and the source of it. That allows the police to track the chain of supply up from the bottom. There is also a serial marker on the gun, which you don't have with drugs. The serial marker allows them to track the chain of supply down from the top. Furthermore, they should be doing much more in the way of matching serial numbers that link guns confiscated in crimes, guns confiscated from kids, pawnshop records, records maintained by manufacturers and wholesalers and retailers, so that we can do a much better job of tracking how these guns got there.

LEN: When it comes to drugs, is it your opinion that different drugs contribute differently to criminality?

BLUMSTEIN: Paul Goldstein has made a nice classification of the effects of drugs on crime; let me just repeat it briefly. The first is the pharmacologic effect, which is the effect of the drug that reduces inhibitions or stimulates other activity. The one that has the strongest pharmacologic effect is alcohol, which has been associated with violence. Heroin is a downer, so heroin doesn't do much. And there hasn't been shown to be much pharmacologic effect of the other serious drugs on crime, anything comparable to that of alcohol, which has been shown to be a strong stimulator of violence.

The second is what he calls economic crime. That is, you need money to buy drugs, so the higher the price of the drug, the greater the incentive to commit the crime. Also, the less wealthy the drug user, the greater the necessity to go out and commit crimes to do it. Powdered cocaine was typically bought — because the prices were high — by people who had a reasonable amount of money, so they didn't have to go out and commit crimes to buy the drugs. Crack was typically bought by people who didn't have much money. That's what made crack attractive to them; they could get it for \$10. That's why you saw a growth in robberies: a drug user who wants to go and buy drugs would rather commit crimes from which the money would be immediately available, as is the case with robbery. At the same time, you didn't see a growth in burglary; indeed, burglary continued to decline from a peak in 1980 because burglary is a less attractive crime because you usually end up with property, and then you have to worry about selling or fencing the property. If you're in a hurry to get your drugs, robbery is a much more attractive crime.

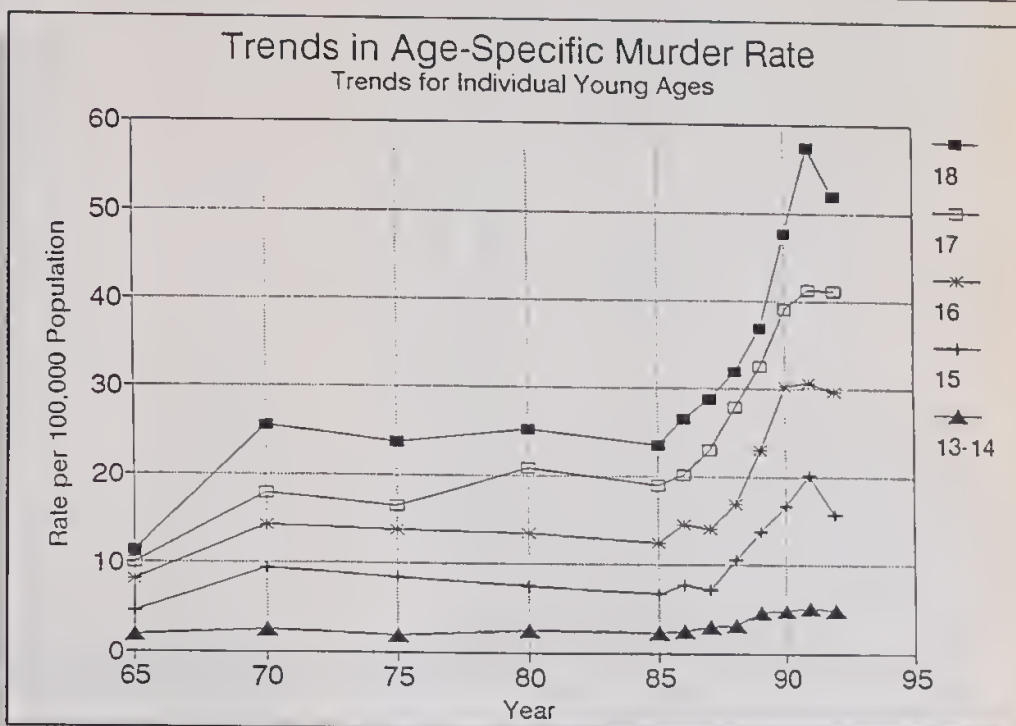
There's a third category, which Goldstein calls systemic crime, which is crime within the drug industry. Because it doesn't have access to the civil system for dispute resolution, it resorts to its own means, which are almost always means of violence. So one has to distinguish these different types of crime because they come from very different causes. In the

public mind there's a vague sense of all of it being associated with drugs, but different factors affect different members of the population quite differently, and they are important to keep distinct.

LEN: Of course, once you add the proliferation of guns to these three different factors...

BLUMSTEIN: That takes me back to my original scenario. With the rise of the crack market, they recruited all these kids — predominantly non-white kids, in large part because these kids didn't see other economic opportunities for themselves. Kids were recruited because they have less sense of risk; the draconian sentences that were being mandated for drug offenses weren't threatening to them. They had no sense of vulnerability, and indeed they had a reduced sense because they would be faced with the juvenile justice system, rather than the adult justice system. As these kids got recruited, they themselves had to start carrying guns because they were vulnerable targets to the people who might choose to rob them of either the drugs or the money they were carrying. So they started carrying guns. And these kids were tightly networked with other kids who started carrying guns in turn. So lots of kids who may have had no contact with the drug market directly were linked to it through the fact that they hung out with kids who did have guns because they were in the drug market, and so the presence of

"A drug user who wants to go and buy drugs would rather commit crimes from which the money would be immediately available, as is the case with robbery. Burglary is less attractive because you usually end up with property [that] you have to worry about selling or fencing. If you're in a hurry to get your drugs, robbery is a much more attractive crime."



those guns diffused more broadly through the larger community. That, I think, is part of what explains the growth in homicides by whites and of whites, even though it was predominantly the non-whites who ended up playing on the drug market

Driving the downturns

LEN: Some sharp declines in Part I crime — double-digit decreases in some cases — have been noted lately in quite a number of urban areas around the country. Police attribute the declines to a wide range of factors, from the weather to community policing to tougher sentencing practices. Are these declines just anomalies, or are there larger demographic factors at work here?

BLUMSTEIN: It's like a lot of other phenomenon: If it grows unnaturally, as you start to restore it to a natural state, it will show itself as a large decline. I think many of the cities that show the dramatic declines also showed dramatic growth in earlier years. So perhaps we may be seeing an abating of some of the phenomena that contributed to the rise in the first place. I don't know this for a fact, but I believe that there has been an abating of the crack problem in a number of places, largely as the younger people have seen what has happened to their older siblings or parents. They and some of their friends have decided not to get involved in using those drugs. So to the extent that we've seen some abating in the drug market, that may give rise to other effects, much like the unanticipated and excessive rise in the late 1980's and early 90's that was associated with the growth of drugs. So that's certainly one explanation for it.

LEN: Comforting downturns in crime notwithstanding, some say there is a veritable "crime doomsday" coming, with the emergence of a "baby boomerang" generation — the children of baby boomers — that may catalyze the most violent crime wave we've ever seen. Do you see this coming?

BLUMSTEIN: That demographic fact is indeed true, that the smallest age cohort in the nation is the group that is now 18, which is the peak homicide age that has emerged. So as succeeding cohorts arrive, they will be larger — not dramatically larger, but there's no question that that will represent a continuing upward pressure on aggregate crime rates if the age-specific crime rates stay the same. If they have been going up for the young ages, so that would also be contributing to an increase in the aggregate crime rate.

If the country decides that it wants to do something about this, it's really got to worry about the development of kids who increasingly are growing up in non-functional, dysfunctional households. The rate of birth to unwed mothers has been growing steadily, reaching a peak in 1993, I believe, of 30

Continued on Page 12

LEN interview: Prof. Alfred Blumstein

Continued from Page 11

percent. Thirty percent of kids born in the United States are born to an unwed mother. So for the next 15 years, we will have increasing numbers of kids, not only in these high-crime ages, but increasingly socialized in high-risk settings — teen-age mothers, single-parent households, divorced households, unwed mothers, in poverty. All of these are contributing factors, and certainly don't bode well for the future unless the nation decides it's going to address these issues with vigor. We don't see the commitment to do that, in part because policy decisions are made with a planning horizon that stretches not much beyond the next election. As long as that's our planning horizon, prison, which has a short-term effect — certainly not inappropriate, but used to excess in current policy — will remain a vehicle of choice for dealing with crime without any anticipation, without any adequate consideration of life-cycle costing. If that continues, we're likely to see things get worse.

An appealing sound bite

LEN: In the arena of public policy on crime, 1994 gave rise to the battle cry of "three strikes and you're out." Given the age breakdown of criminality, is that a viable policy?

BLUMSTEIN: There are so many reasons why it is ideally suited to win political appeal and totally inappropriate as a vehicle for public policy. Number one, the theme of "three strikes" is to keep you in prison for the rest of your life. When you recognize that criminal careers in large part terminate at relatively early ages, you certainly don't want to keep a 25-year-old robber in prison until he dies. Robbery careers tend to end relatively early. Furthermore, three-time robbers face a sentence that is typically on the order of 10 to 20 years. These individuals are not known to make careful calculation of the difference between a 10- to 20-year sentence and a life sentence. So as a deterrent, it's rather meaningless to people who tend not to be affected by the deterrent threat anyway.

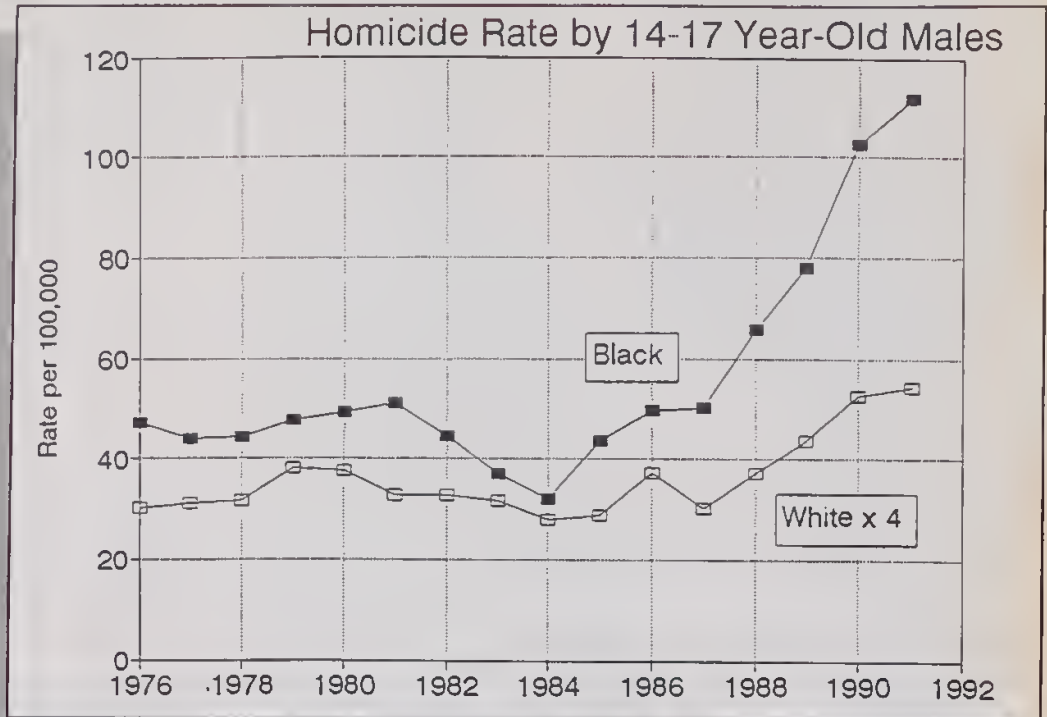
We're going to end up wasting prison space for people who really represent no longer a threat. On the other hand, it's a wonderful headline, because it's captured in a nice sound bite of "three strikes and you're out" — five words. It generates the emotional appeal of being tough, and people in subsequent administrations and subsequent legislatures are going to have to worry about the implications of it. You get all the political benefits with none of the political costs because that's going to be visited on future generations. Furthermore, the incapacitation threat is minimal because incapacitation is most appropriate concurrently with the commission of the crime, and its usefulness declines over time because individual criminal careers do terminate.

LEN: Another emerging trend of late has been treating juveniles as adults in the courts and prisons in cases involving certain violent crimes. How do you view this policy direction?

BLUMSTEIN: This is another one of those simplistic solutions

that people think will make an impact because it's something they can do legislatively, and that's when all the political juices start to flow. It turns out that when you look at the sentences imposed on juveniles transferred to adult courts, they tend to be very similar to the sentences imposed by the juvenile courts. Now there's no question but that some juveniles really represent lost souls for whom there really is no hope, and there would be widespread agreement that that individual should be put away for a long time — a much longer time than the juvenile court is able to put them away. Certainly, there ought to be the option of identifying those kids and getting them away for a long time. That makes sense.

On the other hand, take the case I referred to earlier: kids who happen to be armed, who are themselves not inherently dangerous, but end up pulling out a gun and committing a murder. A murder is obviously a serious crime, but to a degree it was a consequence of the interaction, rather than because that kid is an inherently bad kid. We've got to sort those cases out, and the ones where it was accidental, or where it was not because the kid is inherently bad. Those are the ones where it's particularly important to use the rehabilitative resources that are available to the juvenile justice system that have largely been driven out of the adult system over the last 20 years or so, to try to reshape the kid so we don't keep them forever.



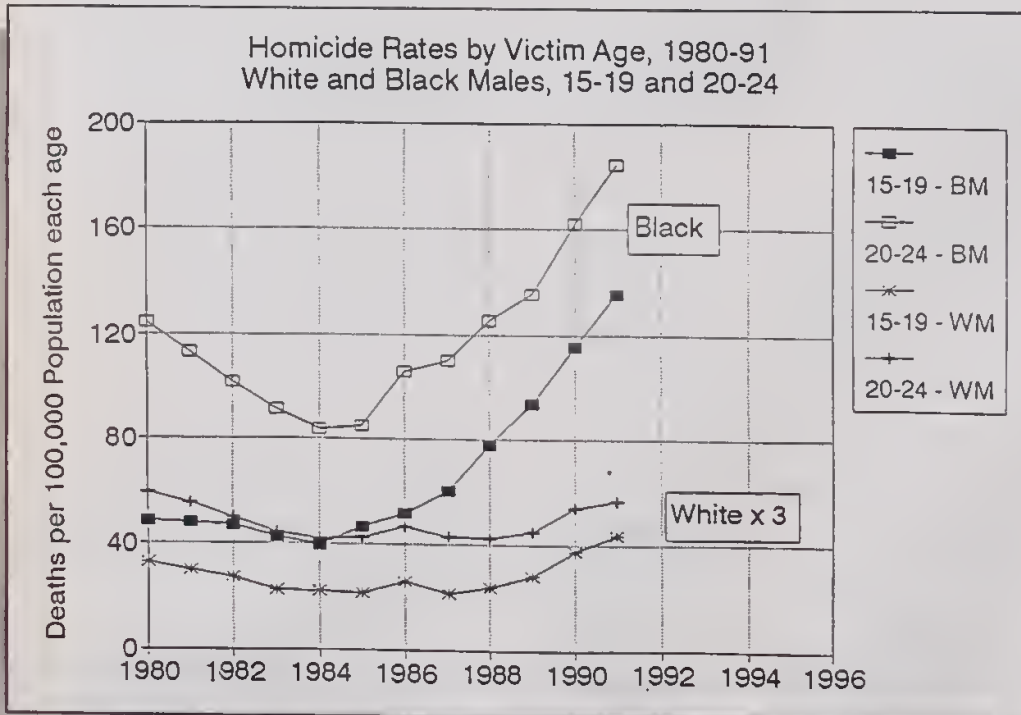
"Three strikes and you're out" generates the emotional appeal of being tough. You get all the political benefits with none of the political costs because that's going to be visited on future generations.

LEN: Is the criminal justice system refined enough to make such distinctions?

BLUMSTEIN: The place that I think that is least refined is legislation, where all they can do is make broad characterizations of a whole class of crimes or a whole class of individuals, or a whole set of prior records. These distinctions are tough to make, but I think they often can be made — and made much better — by focusing on the individual cases and their characteristics than they can be by legislation, which is almost always limited to broad categories.

LEN: More and more frequently, laws are being passed to unseal juvenile criminal records, which once were seen as sacred cows. For certain individuals, should their whole record come into play in the courts?

BLUMSTEIN: First, I don't believe that an 18-year-old, who has committed a serious offense should be looked at as an absolute first-time offender. For those offenders you do want some evidence of what happened before in terms of making prosecutorial and sentencing decisions. That information is particularly relevant to what you do with that individual. Most people with significant juvenile records will accumulate fairly significant adult records early on. But for an individual who has a juvenile record, and stays clean while out on the street until some reasonable age — and 24 is certainly reasonable — that individual should not be held accountable for his misdeeds as a juvenile. There's a trade-off that you want to make between providing an opportunity to forgive juvenile rambunctiousness, yet not protecting serious criminals by denying the fact that they have a prior record. But that can be brought to bear when they get charged by adults with a serious offense. And the more



Charts reprinted with permission from "Youth Violence, Guns, and the Illicit-Drug Industry," a working paper by Alfred Blumstein (Carnegie Mellon, 1994)

Blumstein: "A large number of people who are otherwise law-abiding believe they have a right to do something that isn't harming anybody else. Think of guns as 'the marijuana of the right.' "

serious the offense, obviously, the more appropriate the penetration into the juvenile record.

Tough enough?

LEN: When it comes to public policy and crime, certainly the most devilish issue at present is gun control. In light of what you noted earlier regarding kids, drugs and guns, do you think the gun laws in this country are tough enough? Should there be even tougher restrictions on weapons in this country?

BLUMSTEIN: First, I would argue vehemently for strong enforcement of the gun laws that are on the books, which preclude juveniles from having and carrying guns for other than recreational or sporting purposes, at which point they should only do so under the supervision of an adult, who controls the gun except when it's being used in those sporting purposes.

That's point one. Point two is that when one thinks about gun control, we have to recognize that if there is a large number of people who are otherwise law-abiding, who believe they have a legitimate right to do something that isn't harming anybody else, it's very tough, and in many cases, inappropriate to have broad-gauged laws that prohibit them from doing it. In talking to my students, who are vigorously for broad gun control, I characterize this by asking them to think of guns as "the marijuana of the right." There's a similarity there, although they apply to different populations. The students don't think of a bit of marijuana as harmful, and ask why there are laws that prohibit that activity.

Having said that, that merely reflects the fact that it's very tough to get the political action to generate broad-scale gun control in the United States. I have no question but that the reason for the much larger homicide rates in the United States than in many other places is the prevalence of handguns in the population and their ready availability to people who might otherwise resort to other means, but do resort to guns. So the guns are a major factor. That's why, in talking about guns, I want to focus particularly on young people. Different jurisdictions will have a different age threshold — some will be 18, some 21. I would argue for stretching that to, say, 24, where people should not be permitted to carry guns because there's strong evidence that they don't use them with restraint. The fact that adult crimes have not gone up is partly attributable to the fact that adults do seem to use their guns with more restraint than do the kids. So rather than engage in the political battle of broad-gauged gun control, I would like to find ways to focus the gun control where it's most called for and most needed, and that's on young people. That's where I think you'd find widespread agreement, even within the NRA.

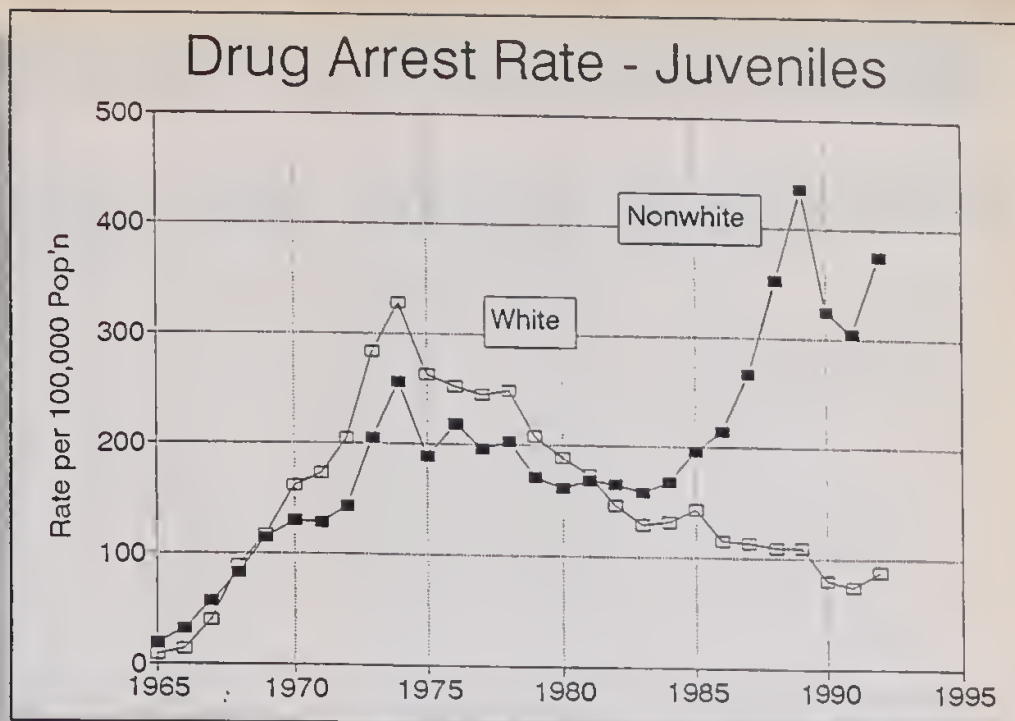
Hawks, doves & owls

LEN: As we are doing this interview, the House Republicans have sent their own version of a crime package to the Senate. When the dust settles, what aspects of the 1994 crime law would you want to see left intact?

BLUMSTEIN: The 1994 act really is a strange amalgam that gives lots of things to the hawks, particularly heavy prison terms; some few things to the doves in the prevention package, and very little to the owls, who would like to see a more intelligent and more rational crime policy. Much of what went into that 1994 crime package was done to appease various political interests, rather than to develop effective policy.

LEN: When it comes to designing a crime law, what would the owls do?

BLUMSTEIN: The first thing I would do is try to learn the effects of a whole variety of programs on crime rates. I think it's fair to say that for any of the pieces in the 1994 law, nobody can tell you, within a factor of 5 to 10, how much effect any of them would have on crime. There was a recent action by a



"The 1994 act gives lots of things to the hawks, some few things to the doves, and very little to the owls. Much of what went into that 1994 crime package was done to appease various political interests, rather than to develop effective policy."

House Judiciary subcommittee on a proposal that 1 percent of the crime bill money be allocated to research — just 1 percent to at least start to find out what the effects of a variety of things we're advocating would have on crime. That was voted down on a straight party-line vote. There seems to be a determined view that even though we don't know, don't tell us, we don't want to be confused by the facts, we want to make decisions based on our ideological positions.

Secondly, I think community policing in a lot of places makes a lot of sense, but particularly in urban areas where too often there's no connection between the police and the community. So I would focus that particularly on cities over, say, 200,000, rather than to try to do it everywhere where that increase in policing is not particularly needed. I'd particularly focus on the older cities, where in many cases they don't even have the budgets to finance the matching funds for a community policing person.

I'd like to see much wider use of computerized information systems so that, for example, we can use them to track gun serial numbers. Right now, in many police departments, you've got pawn reports of guns brought in, of guns sold with a serial number on them, and there's nothing they can do with those pawn shop tickets but let them pile up on a desk, so that they're almost useless for tracking the gun markets. I'd like to see much more in the way of resources devoted to shrinking the drug markets where those markets have been a major source of homicides, and much more attention paid to treatment and prevention. We have lots of law enforcement resources directed at capturing drug sellers. Sixty percent of Federal prisoners are there on drug charges, as are over 20 percent of state prisoners. Those prisoners are not doing a heck of a lot of good in terms of reducing transactions. Whoever's in prison gets replaced by someone else, probably a kid, and that may make matters worse out on the street. I'd also like to see us start thinking about medicalizing the dealings with a lot of the addicts through a mixture of treatment and, perhaps, some degree of maintenance. It worked rather well in the 70's and 80's with heroin, through methadone. So I'd like to see much more attention to shrinking the drug markets, and not thinking that the simplistic solution

of imprisonment works universally. It certainly works on the pathological rapist in incapacitating his rapes, but it doesn't incapacitate drug transactions, nor does it deter drug selling. As long as there's a demand out there and a ready supply of replacement sellers, those drug markets are going to continue as they've shown they have.

Dollars for dental hygiene

LEN: It seems rather ironic that at the very time crime in the country is escalating, particularly among juvenile offenders, the amount of research money has slipped dramatically compared to, say, 1975.

BLUMSTEIN: It's really distressing to see how little money the nation gives to developing knowledge to enable it to be more effective in addressing what is widely viewed as its No. 1 problem. NJ gets about \$25 million dollars a year, and has been level at that for at least 5 to 10 years. If you add all the other agencies that deal with crime issues, you're still well under \$50 million. Compare that to \$165 million that goes into dental research, and \$600 million that goes into mental health research. I think the nation has to come to grips with the fact that far more has to be dedicated to addressing this, which is its most serious problem. We're still operating in the Galilean era when ideology dictated what we wanted to do, and we really didn't want to be confused by facts.

LEN: In this country, policy-making pendulums tend to swing back and forth. There were the days when incarceration and rehabilitation went hand-in-hand; now it's more like, "Who cares? Just throw them in the joint and keep them there for as long as possible." Is there a way out of this back-and-forth predicament?

BLUMSTEIN: Just about the only means we have to break away from the control of the ideologues is through knowledge. Galileo brought knowledge to bear, and he suffered for it, but eventually the knowledge bears fruit, even in an area that is heavily ideological, as is economics, for example. You see far more agreement among economists of the left and the right, based on empirical knowledge. There are certainly ideological differences that will always prevail, but, at least in economics, there's a variety of evidence that's being brought to bear in that debate. That comes from having an accumulation of knowledge that will help inform the policy. In the area of crime policy the nation seems to have consciously avoided building that knowledge, maybe because the ideologues on either side would be happier using the methods they have used in the past to get themselves elected and don't want to disrupt that stability. We really have to build up our knowledge base, so that 10 years from now we won't be fighting the same idiotic battle that we fought last year and this year over a crime bill intended for the political gain of those acting on it, rather than for the citizens who are concerned about their safety.

Coming up in LEN:

How to put a shine on Big Apple policing — an interview with New York Police Commissioner William Bratton.

Goodbody:

What do we expect new-age cops to do?

By William L. Goodbody

Community policing seeks to expand the role and function of the police in general and of the individual officer in particular. While most would agree that the preponderance of this change is for the better, it raises issues that warrant serious consideration.

Among the changes community policing has spurred, and should be given credit for, is the increasing use of technological innovation to alleviate the vast non-emergency workload that overwhelms patrol work. Technology is only useful when it is applied. The need to create more time for police officers to apply problem-solving techniques has been part of the impetus behind computer applications for patrol work, such as MDT and AFIS, and as a result has finally focused police department attention on the 911 monster. This has been a critical first step in challenging the daily operations of police patrol. To their credit, advocates of community policing did not fall into the "old-fashioned foot cop" trap and have been strong proponents of applying technology to increase the efficiency of police work.

For most people in policing, this challenge to "the world as it is" has taken root. The problem lies in the world as it will be. Consider for a moment just a few of the proposed changes in the role and function of the problem-solving community police officer. We begin with the police department of the future, which will be "prepared to take on the full range of social problems the public expects it to handle, not just crime" (Eck, Spelman et al., 1987). Now that the door of last-resort accountability has been blown wide open, we continue. "Police can no longer regard themselves as part of the criminal justice system; they must become part of a larger, human services system" (Eck et al., 1987). What are just a few of the activities this human services role will include? It will "mobilize the community to solve the problem (e.g., organize a neighborhood clean-up program) or enlist the services of the

(William L. Goodbody, Ph.D., is a sergeant with the New York City Police Department. He holds a Ph.D. in sociology from Boston College. Opinions expressed in this article are those of the author and do not necessarily reflect the views of the NYPD.)

Community Policing: The View from the Sergeant's Desk (Second article in a series.)

appropriate agency to address the problem..." (Brown, 1989). "Moreover, the police are encouraged to respond to the feelings and fears of citizens that result from a variety of social problems or from victimization. Community policing tactics include foot patrol, problem-solving, information-gathering and consultation, education, walk-and-ride and knock-on-door programs, as well as regular patrol, specialized forms of patrol, and rapid response to emergency calls for service" (Kelling and Moore, 1988).

In addition, some say, the police will concern themselves with "normless environments" and "reinforcing the public behavior code" according to the "wishes of the majority" without "recycling ass-kicking policing" (Skolnick and Bayley, 1988). Proceeding from the perspective of the "broken windows" thesis, Skolnick and Bayley go on to explain that this will be accomplished by reducing "the signs of crime and disorder, such as vandalism, graffiti, rude and boisterous behavior, panhandling street people, dangerously operated bicycles or skateboards on

pedestrian walkways, public drunkenness, loud music, and sleeping vagrants."

(It bears mentioning that each and every task the community police inherit will always carry with it volumes of procedures and paperwork. This, of course, is in addition to all the procedures and paperwork that are currently required.)

When all is said and done, the police, now fully operating "minicenters of government" (Skolnick and Bayley, 1988), are "expected to be on the street during most of their time on duty, communicating with citizens, patrolling neighborhoods and business districts, attending meetings of residents, and conducting other police activities" (Meese, 1993).

This is only a sample of how some envision the future role and function of the police. While in no way intended to single out any particular authors, this sample collage of quotes should demonstrate, in aggregate, the totally unrealistic scope of this "new" police function, and the hopelessly impossible role of the community police officer. If the police profession is clinging to its "cherished belief that they are the professionals who know better than anyone else what must be done in order to protect the community and enforce the law" (Skolnick and Bayley, 1988), perhaps "they" have a valid point, given the totally unwieldy role and function described through the literature of community policing. In busy police districts, cops struggle to keep pace with a continuous workload without worrying about the small mountains of trash on the all-too-many empty lots that once housed people and businesses, and the abandoned buildings that are an eyesore on every block for miles in any direction. While trying not to be defeatist, we must recognize that this is the reality of many city neighborhoods. It would require a tremendous mobilization of multi-agency resources just to tackle this problem of trash and abandoned buildings alone. While the police can, and should, contribute to efforts of this nature, it is still perplexing why some would argue that the police should be primarily responsible for it.

The proposed redefinition of the police and its

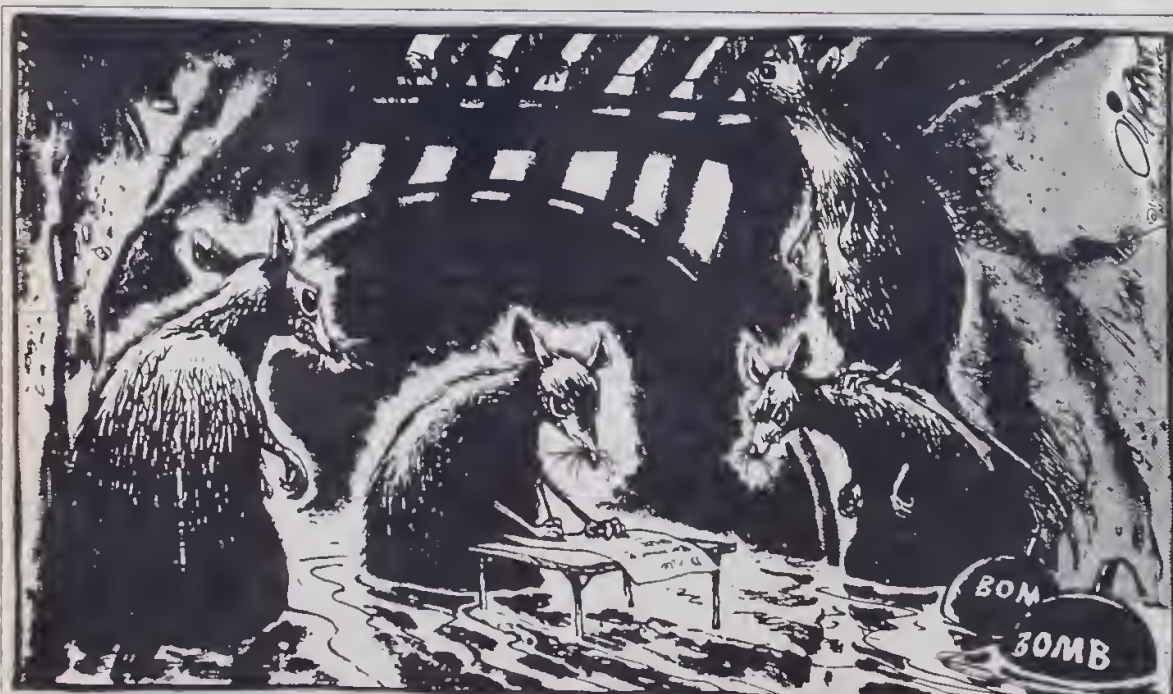
role creates confusion on several fronts. In the larger view, we must ask why the police will be saddled with the responsibility of coordinating government services. Remember, this will happen in a context in which the police will be directly accountable to the public. Thus, when people have complaints about sanitation, housing, or social services, they will naturally direct them toward the agency of last resort. The concept of creating a minicenter of government services would become a bureaucratic nightmare. How will the police force sanitation personnel to respond to police priorities, and who determines that the police are best capable of ordering sanitation's priorities in the first place? Perhaps other city agencies could use an infusion of participative government, or the city could strengthen existing cooperative arrangements between city agencies and local community councils. There is no valid reason for the police to take on all of these responsibilities other than what appears to be a tacit argument that the agency of last resort is the only one that can be held strictly accountable to the public. The police, with crime-fighting now just one of many roles, are the means by which the public can force the government and its agencies to listen to them. While increasing governmental responsiveness is a worthy endeavor, using the police as the means to that end is not the solution. Being held accountable for the coordination of literally all city services is a monumental task and there is no evidence that the police have the mandate, resources or ability to do it.

It is an unrealistic leap of faith to presume that the police institution has the resources or capability to carry on all that its newly defined function will demand of it. The average cop, typically young and high school-educated, is expected to handle social service caseloads, coordinate a host of interagency activity, organize and mobilize communities, among other things, all the while patrolling the beat for signs of crime and fear. If we make the goals of community policing impossible to achieve, we doom the undertaking to failure. If we overwhelm police administrators with the enormity and vagueness of their proposed function, they will resist all attempts at reform. They will be burdened with all these loosely defined, insurmountable functions for a long time to come.

There are countless examples of how this reliance on "last resortism" works. For example, the deinstitutionalization of the mentally ill has put "the police in a central role in the mental health services system. . . . Police have become the street corner psychiatrists" (Eck, Spelman et al., 1987). True enough. However, why don't we consider whether there exists some root causes for this phenomenon beyond the control of the police, who have taken a central role in mental health services because that service sector could not cope with deinstitutionalization. Cops follow clearly defined guidelines and send mentally ill people for professional help when they are a danger to themselves or others. If they pose no danger, there is little the police can do. Even those who are sent for help are usually back on the streets in short order, with a new prescription. The police cannot solve these very complicated social problems. The police inherit these problems when they reach desperate proportions and then do their best to cope with them. Can we expect cops to solve these very

Continued on Page 18

"If we make the goals of community policing impossible to achieve, we doom the undertaking to failure. If we overwhelm police administrators with the enormity and vagueness of their proposed function, they will resist all attempts at reform."



DEAR MR CLINTON: JUST BECAUSE WE BOMBED OKLAHOMA CITY IS NO REASON TO CALL US "EVIL COWARDS." YOU HAVE HURT OUR FEELINGS. WE DEMAND AN APOLOGY.

Note to Readers:

The opinions expressed on the Forum page are those of the contributing writer or cartoonist, or of the original source newspaper, and do not represent an official position of Law Enforcement News.

Crime bill lard

To the editor:

In response to essays concerning last year's omnibus crime bill in LEN's Feb. 14, 1995 issue, further commentary is needed to understand the peripherals which last year's inventive Congress larded into the crime bill.

Yes, we needed a crime bill, not another program for urban relief. Currently there are 265 Federal programs dealing with programs of crime prevention and urban relief. There are 117 programs in the Justice Department alone dealing with early intervention, at a cost to taxpayers of about \$3 billion a year.

Hiring more police officers to solve the crime problem is like "hiring more ambulances to cure cancer," says R. Kahle of the Urban Safety Program at Wayne State University in Detroit. Furthermore, expanding from 2 to 60 the number of Federal crimes punishable by death is largely irrelevant to street crime in American cities.

Meanwhile, diversion programs such as those included in the crime bill have failed to put a dent in the crime rate of urban areas such as Metro Dade County, Fla., which has remained No. 1 in the country for 15 consecutive years. As anyone in law enforcement will tell you (Miami's police chief being an exception), banning assault weapons will have little effect on our homicide rate since most homicides are committed by handguns. In 1990, Florida's Commission on Assault Weapons reported that over the previous three-year period, assault weapons were used in 0.15 percent of violent crimes. In 1992, the Uniform Crime Report indicated that more people were beaten to death that year (1,114) than were killed by rifles of any kind (698).

Furthermore, a closer look at the policing provisions of the crime bill shows them to be totally phony. The "100,000 Cops" provision actually amounts to only 20,000 fully funded positions. Given administrative duties, sick leave, vacations and three shifts, it takes 10 policemen on payroll to put the equivalent of one police officer on the beat around the clock in a large city. The bill's formulas for distributing the funds were calculated to spread the money around to hundreds of jurisdictions, from high-crime cities to crime-free suburbs and rural areas. If the money went to even 200 places, that would mean no more than 10 extra policemen around the clock per jurisdiction.

City Manager Tom Lewcock of Sunnyvale, Calif., whose city is prominently mentioned in the 1992 book "Reinventing Government" as a paragon of sound management practices and fiscal prudence, further analyzed what the real costs of hiring six police officers would be under this Federal grant program over a 10-year period. He indicated his city would pay up to 95 percent of the cost of these new officers and concluded that when the Federal money runs out, cities will either have to raise taxes or send the new cops to the unemployment office. So the Sunnyvale City Council rejected the grant.

The current funding vehicle (block grants) now before Congress will be more beneficial (no strings attached) to all concerned entities.

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Remembering Waco

To the editor:

The Bureau of Alcohol, Tobacco and Firearms (ATF) respectfully disagrees with some statements in the article "Doesn't anyone remember Waco?" by Robert D. Hicks in the Jan. 31, 1995, issue of Law Enforcement News. Mr. Hicks is critical of Federal law enforcement and ATF, which is his privilege. But some of his

statements and conclusions are, in ATF's view, misleading.

We hope that our response will be informative to your readers. Some basic facts:

ATF agents served lawful search and arrest warrants at the Branch Davidian compound near Waco, Texas, on Feb. 28, 1993. The warrants cited violations of Federal firearms and explosives laws. A fire erupted. Four ATF agents and several Branch Davidians were killed. Numerous ATF agents and Davidians were wounded. The Davidians barricaded themselves and, at that juncture, hostage rescue experts of the Federal Bureau of Investigation assumed command of law enforcement operations at the Branch Davidian compound.

An arson fire set by Davidians destroyed their compound on April 19, 1993. Doctors identified 81 bodies; there were nine survivors.

Eleven Davidians went to trial after the Waco incident. A jury at San Antonio returned verdicts on Feb. 26, 1994. Five defendants were found guilty of manslaughter in the deaths of Federal officers. Seven were found guilty of using firearms in a crime of violence; one guilty of possessing an unregistered explosive device, and one guilty of conspiring to unlawfully manufacture and possess machine guns. Four defendants were acquitted of all charges.

Now to Mr. Hicks's statements:

¶ Mr. Hicks implies that religious bias or intolerance by ATF was one of the reasons the Bureau investigated David Koresh and the Branch Davidians.

That charge is false and offends ATF employees. Many criminals who attacked places of worship (of all denominations) with guns, bombs and arson fires have gone to prison following arrest by ATF, that should demonstrate plainly that the Bureau's enforcement of firearms and explosives laws is properly impartial, that religious preferences have no bearing on ATF investigations. ATF staunchly supports Federal laws and regulations that bar religious intolerance and other forms of discrimination.

¶ Mr. Hicks indicates that the evidence which led to ATF's investigation of the Branch Davidians was marginal.

Information gathered by ATF indicated the Branch Davidians were assembling a massive cache of arms. Some of their activities were illegal, such as buying or making unregistered machine guns and bombs.

The possession of unregistered machine guns and bombs is not just a technical violation, as Mr. Hicks states. In fact, the 1934 law placing restrictions on such weapons was enacted to combat the terrorism of gangsters such as John Dillinger, Clyde Barrow and others. Conviction can result in imprisonment up to 10 years. ATF had reasonable cause to do its lawful duty, which was to go to a Federal judge and seek search and arrest warrants. The judge studied ATF's request and agreed there was cause to search the Davidians' compound and arrest Mr. Koresh.

It might be useful to refresh readers on the arms recovered at the Davidians' compound. The cache included 57 pistols, 6 revolvers, 12 shotguns, 102 rifles, 44 unregistered machine guns, 16 unregistered silencers, 6 flare launchers, numerous firearms parts, 4 unregistered live grenades plus numerous components, and 400,000 rounds of ammunition. This does not include the ammunition and grenades used against ATF agents.

Consider one other point. David Koresh had a history of violence and made threats against persons whose beliefs differed from his. He sometimes spoke of a campaign of violence against non-believers. What if ATF failed to enforce the law and Koresh used his arms against the people of Texas? Would Mr. Hicks then criticize ATF for doing nothing?

¶ Mr. Hicks correctly says that mistakes were made in the Waco operation. But he is wrong when he says that law enforcement management

and training have changed little since the Waco incident.

Errors made by ATF at Waco are out in the open, described in critical detail at Congressional hearings and in a Treasury Department oversight report prepared by independent experts. ATF learned from the mistakes. Managers were replaced and lines of authority were strengthened, as were operational and training doctrines. Major, permanent changes occurred. The lessons of Waco also are having a positive influence on other Federal, state and local law enforcement

agencies.

Waco was a tragedy. The Bureau's intent was proper but its performance was flawed. ATF paid a heavy price for its mistakes but learned from them. ATF has and will continue to enforce Federal firearms and explosives laws fairly and impartially.

JOHN C. KILLORIN
Executive Assistant

Liaison and Public Information
Bureau of Alcohol, Tobacco and Firearms
Washington, D.C.

CRIMINAL JUSTICE ETHICS

A semi-annual journal which publishes philosophers, criminal justice professionals, lawyers and judges, on the ethical issues which characterize the field of criminal justice.

A selection of recent articles includes:

Richard R. E. Kania, "Police Acceptance of Gratuities"
Anthony G. Amsterdam, "Race and the Death Penalty"
Andrew von Hirsch, "Selective Incapacitation Reexamined"
Douglas Husak, "Motive and Criminal Liability"
Richard P. Cunningham et al., "The Selling of Jury Deliberations"
Kathleen Nolan et al., "Criminal Liability for Fetal Endangerment"
R.E. Ewin, "Loyalty: The Police"
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Francis Schrag, "Discretion, Punishment, and Juvenile Justice"
Jerome Skolnick and Richard Leo, "The Ethics of Deceptive Interrogation"
Gary T. Marx, "Under-the-Covers Undercover Investigations"
Mark H. Moore, "Privatizing or Civilizing Public Spaces?"

The 1994 issues were devoted to special topics:
Spring 1994, SYMPOSIUM ON SENTENCING GUIDELINES AND GUIDANCE, edited by Andrew von Hirsch.

Fall 1994, SYMPOSIUM ON JAMES Q. WILSON'S
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Legacy of Vietnam:

An Asian gang that personified terror

Born To Kill.
By T.J. English.
New York: William Morrow &
Co., 1995.
310 pp., \$22.00.

By Mark Tanner

"Born To Kill" provides a rare and insightful view into the closed community of our increasingly violent Asian gang population. It specifically recounts the rise and fall of an extremely violent gang whose brazen name, "Born To Kill," and warlord, David Thai, came to personify terror. Here is a book that delves not only into the day-to-day robberies, extortions and murders, but also gives the reader some cultural background and supposition as to why a select few of this nation's newest immigrants hand together for illicit purposes with amoral actions.

English has done an impressive job of detailing the rise to power of Thai and his BTK gang, which at the time was one of New York City's most violent. Thai is a Vietnamese immigrant who is a product of American foreign policy in Southeast Asia. He grew up in Vietnam accepting death and destruction as the norm during the 1960s and 1970s, with battlefields as his playground. Prior to the fall of Saigon in 1975, Thai's father was able to secure for his son a place on American helicopter and a one-way ticket out of what was about to become Dante's Inferno. Thai's father, taken into custody after the fall, languished in a Communist re-education camp until his death in 1978. Thus it should be no surprise that once Thai was able to escape the Communist government of Vietnam through refugee camps and arrive in the United States, he would use what limited knowledge and skills

he had to form his own oppressive gang.

When looking at recent high-profile criminal prosecutions, there surfaces one common denominator among them: the elusive and often dubious CI, or confidential informant. In that respect Thai's downfall is no different from that of John Gotti or a host of lesser-known cases. An insider, one of Thai's most trusted soldiers, Tinh Ngo, assisted state and Federal law enforcement agencies in providing evidence and testimony that led to life sentences for Thai and other BTK members.

Ngo, much like Thai and other members of BTK, grew up in Vietnam and escaped the Communist repression at age 11. He accomplished this on his own by enduring the surreal experience of riding with a boat full of refugees out of Vietnam in hopes of reaching Malaysia. He was stopped at sea by the Vietnamese military and robbed, and by pirates on two separate occasions, which included beatings and the gang-rape of a female passenger. One can only imagine the damage done to the psyche of an 11-year-old made by observe such horrors.

Once in New York City, Ngo got from Thai a sense of direction, family and cultural identity. All that was asked in return was for Ngo and the others to carry out Thai's reign of terror on his own community. In contrast to American gangs, Asian gangs prey upon their own people, thus virtually assuring that they can act with impunity because the Asian community is reluctant to file a police report, and cooperation with law enforcement is virtually non-existent. Ngo and others took part in the weekly extortion trips inflicted on the local Asian merchants and participated in numerous armed robberies. Ngo finally became disillusioned with his gang life when a jewelry store robbery went bad and the owner was shot in the head in front of his family and left for dead. Ngo could not help but be sickened by the thought of this fellow Vietnamese enduring the many years of war and successfully escaping to the United States, only to be gunned down by his fellow countrymen. Morality was now an issue.

By all accounts, Thai was an unassuming, polite overseer who always provided for "his boys." When met for the first time, Thai's standard question to a prospective new gang member was, "Have you eaten?" — a common Vietnamese courtesy indicating friendship and concern. As a result of this and many other acts of kindness, these young Vietnamese refugees would grow to love and respect Thai for providing a sense of family and belonging.

From state prison, where he was serving time for bank robbery, one of Thai's faithful warriors, Tommy Vu, wrote:

"Please be careful and take care of yourself. Ah ha. I will be coming home soon. Ah ha, when I come home I will be coming back to Born To Kill. I will try with all my power to take care of anything and everything that happens around Born To Kill. That's my word, Ah ha. I will be coming home soon and I want to look after you. . . . Take care of yourself and I love you with all my heart. . . ."

The feelings expressed in this letter were not atypical. Thai made sure Vu and all the others like him were taken care of. There were always safe houses throughout the city for BTK members and their paramours to live in, stocked with ample food, drink and videos for all. Compared to Vietnam, this was paradise.

The gang name and way of life are said to have originated, ironically, with American soldiers in the rice paddies of Vietnam. Helicopters flying low over the Vietnamese countryside hunting the elusive enemy had names like "Head Hunters," "Dealers of Death," and "Born to Kill" stenciled neatly on their noses as a way of building morale among the warriors and dehumanizing the enemy. That was surely not lost on Thai.

Although the conclusion to Thai's story is known from the start, English has filled this book with the raw reality of gang violence within the Asian community. The execution-style murder of Sen Van Ta because he broke ranks with his community and called the police after being robbed by BTK members, and the bold cemetery shootout in front of over 100 onlookers by the rival Ghost Shadows gang are just a few examples.

"Born To Kill" is an extraordinary account of gang violence in the 1990s.

It is recommended reading for all those who want to understand and stem the tide of senseless violence. More important, though, English has presented us with valuable information regarding Asian mores and folkways. That in itself is essential for all to build an understanding with our newest immigrants and aid in asking the right questions to address the cultural baggage they have brought and for us to face our own prejudices. The direction taken by Thai and his followers is unfortunate, to say the least, but not too difficult to fathom given the climate of our society and the way we fail to see the Southeast Asian population. However unpleasant it may be, we have to realize they are more than just an irritating reminder of the turmoil we faced in their country and in ours during the Vietnam War.

(Mark Tanner is a case manager with the Federal Bureau of Prisons in Pennsylvania.)

Words to live by: Codes of police ethics & conduct

Professional Law Enforcement Codes: A Documentary Collection.

Compiled and edited by John Kleinig, with Yurong Zhang.
Westport, Conn.: Greenwood Press, 1993.
273 pp.

By William F. McCarthy

"Discretion is the art of suiting action to particular circumstances. It is the policeman's daily task."

— Lord Scarman

Today, the actions of the police and their standards of practice are a fixture at center stage on CNN and Court TV with the examination of the Los Angeles police's handling of the O.J. Simpson investigation. The central defense theme in this trial is that the police entered into a criminal conspiracy to falsely convict Simpson of the murder of his estranged wife and a male associate. The defense contends that a white detective is a racist and that he planted evidence at Simpson's residence. This, of course, follows on the heels of an earlier Los Angeles police controversy, that stemming from the videotaped beating of Rodney King.

East Coast police, not to be left out in the unwitting effort to shake the public's confidence in the police, offer the New York State Police scandal

(William F. McCarthy, Ph.D., is an associate professor of criminal justice at Corning Community College in Corning, N.Y., and president of Threat Research Inc., an international security management consulting firm. McCarthy, who served 21 years with the New York City Police Department, is the author of "Vice Cop — My 20-Year Battle with New York's Dark Side.")

involving the falsification of fingerprint evidence, and the Mollen Commission report on corruption in the New York City Police Department. Or, if you prefer, there's always the ongoing litany of allegations of police corruption and brutality (even murder) coming out of New Orleans.

Thus confronted with the question "Whom can we trust?" along comes John Kleinig, a professor of philosophy at John Jay College of Criminal Justice who has painstakingly assembled a documentary collection of professional law enforcement codes. This rich collection hints at the controversial history of policing and dispels the notion that the current concerns are anything new. In fact, the historical perspective provided by this collection is predictive of America's current problem.

Until the 19th century, medicine was the only profession that had developed a professional code which strictly defined the practice. The Industrial Revolution caused the movement of the populace from farms to the city and increasingly required people to put their trust in organizations and agencies. This need to trust such professional entities posed a significant risk for the average citizen or consumer who had little recourse to correct a harm. Thus "codes of conduct" were in effect public promises or commitments of minimum standards and practices.

Police have certain unique discretionary powers and authority in connection with the use of force, custody, judicial notice and imprisonment, which expose the public to a genuine risk of abuse of authority and prejudice. Codes of ethics have become standards against which police conduct can be tested and by which police can be secured against unwarranted, frivolous and vexatious

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'Cop Talk' takes readers into NYPD detectives' world

Cop Talk: True Detective Stories from the NYPD.
By E.W. Count.
New York: Pocket Books, 1994.
362 pp., \$22.00.

By Robert J. Loudon

First, a bit of truth in advertising: This may be a biased review. I have met the author, read and enjoyed her police novel, "The Hundred Percent Squad," and am mentioned briefly in this book. I also spent two-thirds of my 21-year NYPD career assigned to the Detective Bureau and consider myself fortunate to have witnessed firsthand the curious skill and dedication of exceptionally motivated investigators. I was not asked to review "Cop Talk" for publication; I volunteered. That being said, I offer my views.

(Robert J. Loudon is director of the Criminal Justice Center at John Jay College of Criminal Justice in New York. He retired as a detective lieutenant from the New York City Police Department.)

It is often stated that the police have "a ringside seat at the greatest show on earth," and that police "see the best of people at their worst and the worst of people at their best." This work powerfully captures something of both of these maxims.

The format of the book is a blend of first-person interviews with New York City police detectives and non-participant observer narration by the author. Count recorded lengthy interviews with the detectives and also obtained "radio run," 911 and interrogation tapes, which she painstakingly transcribed. This book, in part, resembles a literary version of some of the popular so-called "real" police news and docudrama shows. But since it is the written word, it captures the essence of the speakers' messages more profoundly than the micro-edited sound bites on television. It is more believable. Although on the surface it may appear less sensational than fiction, it is no less human and dramatic. The detectives of "Cop Talk" are not Cagney or Lacey, not the newly promoted Detective Martinez of "NYPD Blue," and

not Lieutenant Columbo — they are unmistakably real.

Based on the above a reader may be tempted to view this book solely as recreational reading, and it could certainly on its own as entertainment. I do not know if the author originally set out to entertain, to inform or to educate, but each of these ends is realized.

"Cop Talk" is entertaining, as both comedy and drama. The public continues to have a near insatiable appetite for stories about those of us who, in Bitner's characterization, have worked in a "tainted occupation" where "there is something of the dragon in the dragon-slayer" and where police are "perceived to belong to the world of the shadows they were supposed to contain." The reader is invited into the detectives' world and vicariously treated to "the mixture of fear and fascination that the police elicit." The reader can experience this because Count was obviously welcomed into this world, which is most often associated with blue walls of silence. It is a tribute to her skills as an interviewer and author

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Adaptable, low-cost, effective: that's Triad

Five-year-old crime-prevention program for the elderly nearing "a critical mass"

One of the more promising offshoots of the community policing movement is the crime-prevention program for the elderly known as Triad. On the national level, it's a cooperative effort of the National Sheriffs' Association, the Interna-

BURDEN'S BEAT

By Ordway P. Burden

tional Association of Chiefs of Police, and the American Association of Retired Persons (AARP). On the local level, it brings together associations and agencies for the elderly and police or sheriffs' departments.

Since the birth of the concept in St. Martin Parish, La., about five years ago, 160 Triads have formed in 39 states. "Things are really moving, and we're sort of approaching a critical mass," said Betsy Cantrell, the NSA's program manager.

Each partnership of a law enforcement agency and a senior citizens group is guided by a volunteer council called SALT, for Seniors and Lawmen Together. The SALT Council decides what services or programs the Triad will offer, recruits volunteers as needed, and oversees the results. A Triad's possibilities are varied. Said Western Massachusetts District Attorney Elizabeth Scheibel, "Triad focuses on increasing law enforcement services to older persons, community by community. It's flexible. It's adaptable, and the cost is minimal. It's simple, but very effective."

For example, one of the Triad programs started by the pioneering St. Martin Parish Sheriff's Department, called "Adopt a Senior," makes deputies "adoptive grandchildren" of isolated old folks. Each deputy is assigned two or three elderly people to visit once or twice each week while on patrol. It reassures senior citizens, particularly those living alone with few neighbors, that they have a competent friend.

And, said Cantrell, such visits may produce information about criminal activity. "Most of us, including the elderly, are not comfortable reporting something, particularly if we're not sure it's a crime," she said. "But as an old person gets to know this young deputy who comes by on a regular basis, he

or she might tell him, 'You know, there's an awful lot of traffic into that house down the road,' or, 'My neighbor up that way is growing this funny crop.'"

In Franklin County, Mass., Deputy Howard Sheppard visits more than 100 elderly people every week, travelling in a reconditioned four-wheel-drive vehicle exhibiting the Sheriff's logo. The NSA reports that this Triad service is popular not only as a way of reassuring the elderly but also as a deterrent to criminal victimization.

Senior citizens are prime targets for all types of fraud. In Warren County, Pa., Sheriff Larry Kopko asks the local cable channel to run a "crawler" across the screen that reads: "Triad Alert! Don't be ripped off! If you are using contractors who go

In one Louisiana parish, deputies become "adoptive grandchildren" of isolated senior citizens, with each deputy assigned two or three elderly people to visit once or twice a week while on patrol.

door to door soliciting your business, always write down the type of vehicle, the color, the license number, and the state. For more info, call 723-7553."

In Bridgeport, Conn., the SALT Council brings the crime-prevention message to elderly mall walkers. The SALT Council there, and its Triad coordinator, Angela DeLeon, noticed that

many seniors hike in local malls for exercise from fall into spring. So they organized weekly "Senior Safe Walks," each of which is preceded by a brief presentation of a crime prevention tip by a Bridgeport police officer. After the walk, the seniors are asked to pass along the tip they learned to at least two friends that day. Each weekly walk is sponsored by a business that provides coffee or treats. Some mall businesses offer discounts to seniors on Safe Walk days.

Through Triad, senior citizens in Bridgeport serve as well as receive service. Seniors there take part in a weekly program aimed at trying to reduce drug abuse, teen pregnancy and delinquency among 10- to 13-year-old inner-city girls. One afternoon each week, eight Triad seniors and Officer Ruby Crear of the Bridgeport DARE program prepare a meal for 21 girls and teach them to sew, cook, entertain, embroider and do craftwork. The Triad leaders say that the seniors have become surrogate grandmothers to the at-risk girls.

Triads are also involved in training police officers on how to deal with older persons. Said the NSA's Cantrell, "We think that with the preponderance of young law enforcement officers, many of whom don't have grandparents or older neighbors, there's a real need for teaching how to work with older people. The officers must learn to be patient with seniors, how to listen, and how to talk with them."

Illinois already has such training, Cantrell said. Elder service officers from local police agencies are given 40 hours of concentrated training in issues related to the elderly, which they are asked to pass along to other officers in their agency. Somewhat similar programs are offered or are planned in Rhode Island, Florida and Georgia.

In short, the Triad idea is as big as all outdoors. Given the growing number of 75-year-old-plus folks in America, Triad is an idea whose time has come.

(Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence in his office at 24 Wyndham Court, Nanuet, NY 10954-3845. Seymour F. Malkin, the executive director of LEAF, assisted in the preparation of this article.)

"Cop Talk":

Dispelling some of the detective mystique

Continued from Page 16

that she gained the confidence of what may ordinarily be described as reluctant interviewees — and she managed to do it on tape.

"Cop Talk" is also a source of information for the general public, and for non-investigative police, about the often mysterious world of detectives. Most written contemporary information about investigators comes from popular fiction and tabloid journalism, and people often seem to have difficulty separating fact from fiction. This book is much closer to the truth; NYPD detectives tell their own stories.

"Cop Talk" even educates. In its way, it contributes to the literature of professional law enforcement. At a time when the greatest show on earth seems to be the O.J. Simpson murder trial in Los Angeles, this book is an alternative narrative about the criminal investigation process. In teaching and training, I usually seek to comple-

ment necessary but often sterile books and readings with other works not normally used for academic pursuits. For example, I frequently encourage investigators to read "Helter Skelter," a prosecutor's perspective of the Tate-LaBianca homicide investigations and trials, as an authoritative source on how not to conduct a criminal investigation. "Cop Talk," by accident or design, contains modules about criminalistics, interviewing and interrogation, police organization, supervision and management, training and development, resource allocation, and investigative case planning. It provides an additional, non-traditional handbook about the criminal investigation process to add to the detective squad library. It is filled with both "how to" and "how not to" clues and cues.

Business schools have perfected the case study method to impart knowledge about successful corporate management. One police version of the

case study may be the "war story." This genre is a legitimate and necessary methodology for imparting knowledge. The war story as an instructional tool is enhanced by "Cop Talk."

Is there anything not to like about this book? Yes, although they are minor distractions when balanced against the entire work. The juxtaposition of incidents, interviews and individuals can sometimes be confusing. And the use of nearly 13 pages for a transcribed interview between a perp and a prosecutor seems unconnected to the rest of the flow. Perhaps it could have been

shortened or more directly introduced.

Much has been written about the images and expectations of policing, and there is no shortage of discussion of the question, "What do police do?" (see, for example, Klockars' "Thinking About Police"). The police that are the subject of most of these musings are uniformed officers. There is, I

believe, an even greater mystique surrounding the question, "What do detectives do?" "Cop Talk" parts some of the clouds and deals with some of the "what" and the "how," while leaving in place a more intriguing question, "Why do they do that?" Perhaps the answer must wait for E.W. Count's next book.

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Redefining the function & role of police

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complicated problems when mental health professionals are seemingly overwhelmed by them? As with poverty, unemployment, housing and dysfunctional families, the police only deal with symptoms. When the temperature in New York City goes below 32 degrees, the police mobilize and physically remove homeless people from the streets and take them to shelters. Like much of what the police now do, this is really aimed at easing society's collective conscience. The following day, the homeless will return to the streets and, when the temperature again goes below 32, the police will once again round the homeless up and take them to shelters that neither the homeless nor the police want any part of. Solutions to homelessness are far beyond the scope of the police or the beat cop.

The community policing literature is replete with examples of the police taking on responsibilities that are best left to professionals trained to deal with them, or agencies that are mobilized for these specific purposes. Making a request for assistance in dealing with a community problem is a far cry from having the police coordinate all these interagency efforts, or even doing the work of other trained professionals. The agency of last resort, which used to inherit all the manifestations of societal problems that defied solution, is now going to be held directly accountable for them. This goes above and beyond issues of crime and disorder and now includes anything that falls under the general rubric of "human services." Perhaps we can hold physicians directly accountable for the quality of food served at fast-food restaurants in order to address problems of obesity and anything else related to health.

A second, troubling aspect of this new police role and function is the proposed relationship between the police and the "community." Community policing seeks to integrate what was traditionally seen as the differing law enforcement, order maintenance and social service roles of the police. Central to the integration of these roles is a

working partnership with the community in determining what neighborhood problems are to be addressed, and how. This process is fraught with potential conflict. While this is well considered in the existing literature, the potential for problems between various community groups and/or between these groups and the police

rate, the last thing community policing needs is to be tagged as the "soft" or "social workers with guns" approach to policing. This partnership between the community and the police is born out of the need to confront crime and the order-maintenance or quality-of-life problems that foster crime. Where does the police role end and the role of

problem-solving priorities, this redefinition of the police function has the potential to get totally out of hand.

In fact, police professionals do have a legitimate claim that they have the expertise that allows them to decide what course of action is in the best interests of the community and would best meet the organization's goals and

are, in fact, often policed differently. This is usually due to the vastly differing workloads, and to some extent the cultural differences, found in diverse city neighborhoods. Residents of high-crime areas will often argue that the failure of the police to enforce stricter standards is proof that the police are less concerned with them than they are with other areas. This flies in the face of the relativistic argument that police/community conflict is rooted in the inability of the police to understand different standards of behavior in different neighborhoods.

Regardless of which argument you subscribe to, the fact is that reaching a community consensus on issues as complicated as this is not promising. Who ultimately decides what standards a police force will be guided by when we have left it open to interpretation? Is it feasible to have a community where deviance has been "defined down" bordering a community that has opted for strict law enforcement? This represents just the surface of some very intricate issues. In the final analysis, cops themselves are very comfortable with the notion that laws should be enforced universally and impartially, without the introduction of mitigating factors. "Different strokes for different folks" has never been a popular concept with the police. It is probably the case that this universal standard is the only one that the police can operate by and the only one the community will ultimately accept. Any other approach opens up a Pandora's box of legal, moral and ethical issues that are surely not best addressed by a cop at a community meeting.

[Coming up: The "blue flower pots" vs. the "marines."]

The notion of allowing the "community" to participate in defining the police is ill-conceived, and the most potentially explosive idea associated with community policing.

themselves cannot be underestimated.

It is the social service function of policing that makes it a more complex work role than a narrow crime perspective would suggest (Kelling and Bratton, 1993). And when dealing with issues outside the realm of law enforcement, the police have only reluctantly accepted an expanded definition of their role and function. For example, the police have never been comfortable dealing with problems, like family disputes, that are more social service in nature. While these types of assignments are now a daily part of the police routine, and cops have gotten measurably better at dealing with them, the bottom line is that most officers still define their role and function from a law enforcement perspective. Many of the "social service" assignments the police respond to are governed by this law enforcement yardstick. Police officers mediate family disputes knowing that the tougher domestic violence laws require them to make arrests when appropriate. Cops don't solve family problems, they diffuse the potential for violence, arrest if appropriate, and hope for the best.

Because most practitioners would agree that cops are at their core law enforcement officers, and should remain so, it is critical that police departments and professionals emphasize the law-and-order nature of what community policing is trying to accomplish. In the face of a staggering national crime

social service workers begin if the police do not have this yardstick by which to define their responsibilities?

If the police are the agency of last resort, what is worrisome about community policing is that it actively promotes heaping more and more daunting responsibilities upon already overtaxed police resources. If we follow the proposal that the police function is now anything the community defines it to be, it will become virtually impossible for police departments to accomplish any goals. A line must be clearly drawn that allows the police the final say over what problems are within their domain, and what they can reasonably be expected to do. Given an existing law enforcement context, as various community groups are given access to the police decision-making process, this clear line will become increasingly important. Groups with political connections, now a part of that decision-making process, may develop an unreasonable sway over how police resources are utilized. This is not healthy for community policing in general and may be unfair to other community groups or individuals.

Everyone would love to have a fixed police post on their block or in front of their business. Providing that sort of service to an individual or group because they have political power runs counter to a problem-solving philosophy and is as unfair as it is unrealistic. If not handled firmly and according to clear guidelines concerning police

objectives. While the community is very much a part of the process, there are existing guidelines for community meetings and a clearly defined police role and function. Thus, in direct contrast to the premise that the community should define the police function, a clear statement that the partnership between the police and the community is firmly based on law enforcement issues will serve to deflect other problems the community may want addressed.

The whole notion of allowing the "community" to participate in defining the police is ill-conceived, and is the most potentially explosive idea associated with community policing. The police operate according to the law. If certain groups in a community object to certain laws or ordinances, they should address their concerns to lawmakers and not inform cops at community meetings that they would like some laws enforced and others overlooked. While this is not what's meant by defining the police role, this is usually what it comes down to. In most big cities, different communities

A thorough look at codes of conduct

Continued from Page 16

claims. Codes help to crystallize issues and provide criteria for wise decision-making. It is a map of public expectations. Kleinig states that the stronger the organizational ethos, the more service to the public tends to be negatively compromised. Personal loyalty to fellow professionals tends to take precedence over the commitment to an impersonally construed public. This, in effect, creates the "blue wall of silence." Kleinig calls on law enforcement to be a community of moral agents committed to the reflective and self-reflective task—that is, the task of every human being. Socrates would agree, "for the unexamined life is not worth living."

This book includes past and present codes from England, Australia, Canada and Federal, state and local police agencies in the United States. It also includes those of the American Society of Law Enforcement Trainers, the American Correctional Association, the International Association of Correctional Officers, the Central Intelligence Agency, the American Society for Industrial Security, and the National Council of Investigation and Security Services Inc.

Upon reading these different "codes of ethics," one finds many entertaining and informative passages, such as

the New York City Police Department's 1914 manifesto, "Discipline and Deportment," which stated:

"Men who are ambitious for promotion make good policemen; they are attentive to their duty, jealous of their character and reputation, and as a result of their study of the rules and regulations, usages and customs of the Department, and the laws and ordinances, are mentally well equipped. There is an excuse for one man knowing how to do some one particular thing better than anyone else; he may have had to specialize at it. There is, however, no excuse for any police officer not knowing as well as any other man in the Department the rules and regulations and the laws and ordinances. The information is available and if one does not prepare himself on those subjects it is due to his own neglect and carelessness."

This statement certainly gives ample credence to the old adage that the department is usually at its sharpest right before a sergeants' test.

There is but one shortcoming—and a purely personal one—that this reviewer finds with the book. Lamentably, it does not provide sufficient opportunity for the reader to engage the intellect of one of the finest ethical mentors with whom one could ever have the pleasure to joust.

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5-9. Community Policing Training Workshop. Presented by the National Criminal Justice Training & Assessment

Institute. Spokane, Wash. \$285.

5-9. Investigation & Prosecution of Child Abuse. Presented by the National Center for Prosecution of Child Abuse. Columbia, S.C. \$425/\$355.

5-9. Criminal Personality Profiling. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$550.

5-9. Investigative Photography I. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.

5-15. Law Enforcement Spanish Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

5-16. At-Scene Traffic Accident/Traffic Homicide Investigation. Presented by the Institute of Police Technology & Management. Heathrow, Fla. \$595.

5-16. Advanced Cause & Origin/Courtroom Techniques. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

5-16. Advanced Environmental Crimes.

Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

5-16. Gang Resistance Education & Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Tucson, Ariz.

5-16. Protective Security Operations. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

5-16. Telecommunications Fraud. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

5-16. Firearms Instructor Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

5-16. Criminal Investigations in an Automated Environment. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

5-26. Marine Law Enforcement Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

5-30. School of Police Supervision. Presented by the Southwestern Law Enforcement Institute. Dallas. \$395/\$295.

6-8. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates Inc. New Orleans. \$520.

6-15. Non-Lethal Control Instructor Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

7-9. Computer Mapping for Crime Analysis. Presented by the Justice Research & Statistics Association, National Computer Center. Washington, D.C. \$695/\$595.

7-9. Financial Investigation Methods. Presented by the Investigation Training Institute. Palm Springs, Calif. \$595.

7-11. Third National Colloquium of the American Professional Society on the Abuse of Children. Tucson, Ariz. \$420/\$345.

8-9. Community Policing. Presented by Hutchinson Law Enforcement Training, LLC. Braintree, Mass. \$175.

12-14. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates Inc. Honolulu. \$520.

12-14. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates Inc. Orlando, Fla. \$520.

12-14. Confronting Multiple Assaults. Presented by Modern Warrior Inc. Lindenhurst, N.Y.

12-16. Bloodstain Evidence I. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$575.

12-16. Investigative Photography II. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$550.

12-16. Crime Analysis Applications. Presented by the Charlotte-Mecklenburg Police Department. Charlotte, N.C. \$425.

12-16. Crime Scene Processing. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

12-16. Tactical Techniques for Drug Enforcement. Presented by the Institute of Police Technology & Management. Franklin, Tenn. \$495.

12-16. Supervising a Selective Traffic Law Enforcement Program. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

12-16. Advanced Narcotics Investigation. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

12-16. Advanced SWAT. Presented by TEEX — Law Enforcement & Security Training Division. Bay City, Texas. \$350.

12-23. Technical Investigative Equipment Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

12-23. Advanced Traffic Accident Investigation. Presented by the Institute of Police Technology & Management. Phoenix. \$595.

12-23. Advanced Traffic Accident Investigation. Presented by the Institute of Police Technology & Management. Miami, Fla. \$595.

13-15. Employee Assistance Programs/Drug Testing. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$225.

13-22. Advanced Physical Security. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

13-23. Criminal Intelligence Analyst Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

14. Countering Terrorism: Megatrends of the 90's. Presented by the American Society for Industrial Security. Washington, D.C. chapter. Arlington, Va.

19-20. Executive/VIP Protection. Presented by the Executive Protection Institute. Chicago.

19-21. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates Inc. Anaheim, Calif. \$520.

19-23. Wire, Oral & Electronic Intercepts. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

19-23. Interview & Interrogation Tech-

niques for Internal Affairs Officers. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

19-23. Bloodstain Interpretation. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

19-23. Inspection & Investigation of Commercial Vehicle Accidents. Presented by the Institute of Police Technology & Management. Tallahassee, Fla. \$450.

19-23. Managing the Patrol Function. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

19-23. Computer Evidence Analysis. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

19-30. Firearms Instructor Training. Presented by the Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training. Glynnco, Ga.

21-22. Managing Security Systems. Presented by the Executive Protection Institute. Chicago.

21-23. Financial Investigation Methods. Presented by the Investigation Training Institute. New York. \$595.

22. OC Aerosol Training Instructor Course. Presented by R.E.B. Security Training Inc. Middletown, Conn.

23. Introduction to Using Computer Information Services. Presented by the Justice Research & Statistics Association, National Computer Center. Washington, D.C. \$295/\$195.

26-27. How to Succeed in the Security Profession: Marketing Yourself or Starting a Business. Presented by the Executive Protection Institute. Chicago.

26-28. Drug-Truk IV Training. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395.

26-28. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates Inc. New York. \$520.

For further information:

(Addresses & phone/fax numbers for organizations listed in calendar of events.)

American Professional Society on the Abuse of Children, 407 S. Dearborn, Suite 1300, Chicago, IL 60605. (312) 554-0166 Fax. (312) 554-0919.

American Society for Industrial Security, Washington, D.C., Chapter, 210 E. Fairfax St., #214, Falls Church, VA 22046-2906 (703) 237-2513 Fax. (703) 533-0358.

Barton County Community College, Attn: James J. Ness, Director, Administration of Justice Programs, R.R. 3, Box 136Z, Great Bend, KS 67530-9283 (316) 792-1241 Fax (316) 792-8035.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727 (800) 323-0037.

Charlotte-Mecklenburg Police Department, Attn: Brian J. Decker, 1750 Shopton Rd., Charlotte, NC 28217 (704) 525-6145.

Executive Protection Institute, Arcadia Manor, Rte. 2, Box 3645, Berryville, VA 22611 (703) 955-1128.

Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training, Building 67, Glynnco, GA 31522-9977 (800) 743-5382 Fax (912) 267-2894.

Hutchinson Law Enforcement Training, LLC, P.O. Box 822, Granby, CT 06035 (203) 653-0788.

Institute for Criminal Justice Studies, Southwest Texas State University, West Campus, Canyon Hall, San Marcos, TX 78666-4610 (512) 245-3030 Fax (512) 245-2834.

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216 (904) 646-2722.

Investigation Training Institute, P.O. Box 669, Shelburne, VT 05482 (802) 985-9123.

Investigative Training Institute, 621 Ridgely Ave., Suite 100, Annapolis, MD 21401 (800) 828-0317.

Justice Planning & Management Associates, P.O. Box 5260, Augusta, ME 04332 (207) 582-3269.

Justice Research & Statistics Association, 444 N. Capitol St., NW, Suite 445, Washing-

ton, DC 20001 (202) 624-8560 Fax (202) 624-5269.

Modern Warrior Inc., 711 N. Wellwood Ave., Lindenhurst, NY 11757. (516) 226-8383.

National Center for Prosecution of Child Abuse, American Prosecutors Research Institute, 99 Canal Center Plaza, Suite 510, Alexandria, VA 22314 (703) 739-0321.

National Criminal Justice Training & Assessment Institute, Raleigh, NC. (919) 787-4757 Fax (919) 787-9236.

New England Institute of Law Enforcement Management, P.O. Box 57350, Babson Park, MA 02157-0350 (617) 237-4724.

Northwestern University Traffic Institute, 555 Clark St., P.D. Box 1409, Evanston, IL 60204 (800) 323-4011.

Pennsylvania State University, Attn: Carolyn Andersen, 225 Penn State Scanticon, University Park, PA 16802-7002. (814) 863-5140 Fax (814) 863-5190.

Performance Dimensions Inc., P.O. Box 502, Powers Lake, WI 53159-0502 (414) 279-3850 Fax (414) 279-5758.

Public Safety Training Inc., P.O. Box 106, Dak Harbor, OH 43449 (419) 732-2520.

R.E.B. Security Training Inc., P.O. Box 697, Avon, CT 06001 (203) 677-5936 Fax (203) 677-9635.

John E. Reid & Associates Inc., 250 S. Wacker Dr., Suite 1100, Chicago, IL 60606 (800) 255-5747 Fax (312) 876-1743.

Rollins College, Public Safety Institute 1000 Holt Ave., #2728, Winter Park, FL 32789-4499 (407) 647-6080 Fax (407) 647-3828.

Southwestern Law Enforcement Institute, P.D. Box 830707, Richardson, TX 75083-0707 (214) 690-2394 Fax (214) 690-2458.

TEEX — Law Enforcement & Security Training Division, Texas A&M University System, College Station, TX 77843-8000 (800) 423-8433 or (409) 845-6391 Fax (409) 862-2788.

University of Vermont, Attn: Gangs, 30 South Park Dr., Colchester, VT 05446-250 (800) 639-3188 Fax. (802) 656-3891.

John Jay College Of Criminal Justice Conference On Criminal Justice Education October 20, 1995

John Jay College of Criminal Justice is sponsoring a one-day conference dealing with a range of issues concerning criminal justice education. Areas of concern are criminal justice education for liberal arts students, undergraduate majors in criminal justice, training / education of practitioners, and graduate education in criminal justice.

Appropriate topics include (but are not limited to):
relationship of the university to criminal justice agencies
intersection of training and education
use of academic research by practitioners
the forensic sciences and criminal justice education
the role of a criminal justice education in a liberal arts program
comparative and feminist approaches to criminal justice education
the relationship between associate and baccalaureate degrees
teaching criminal justice ethics/developing academic standards
models and resources for criminal justice education/external credit issues
the humanities in criminal justice education
alumni retrospectives on criminal justice programs

REGISTRATION FORM:

Name: _____ Title: _____
Organization: _____
Address: _____
City: _____ State: _____ Zip Code: _____
Country: _____ Telephone: () _____ Fax: () _____

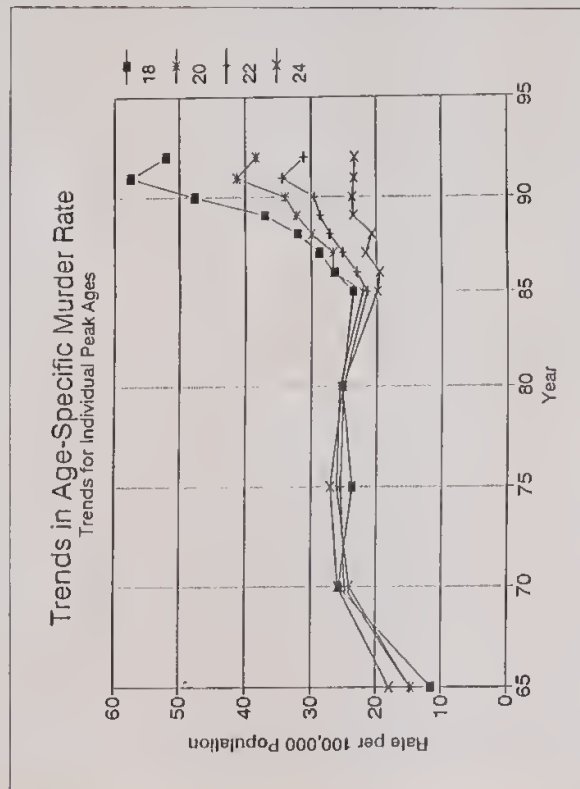
☐ Enclosed is a check for.....registration(s) at \$45.00 each (includes luncheon).
(Make check payable to the Conference on Criminal Justice Education.)

☐ Please check if attending luncheon.

Please return to:

Professor Eli Silverman
Department of Law, Police Science and Criminal Justice Administration
John Jay College of Criminal Justice, CUNY
899 Tenth Avenue
New York, NY 10019
Phone: (212) 237-8375 Fax: (212) 237-8309

What's driving America's crime rates?



When it comes to analyzing demographics, crime trends and public policy, Alfred Blumstein has few peers. LEN talks with him, **on 10.**

A sergeant's-eye view of community policing:

A veteran supervisor (and former trainer) looks at emerging changes in the function and role of police. **Forum, Page 14.**

The roots of right-wing terrorism:

Long before the bombing in Oklahoma City, signs of home-grown extremism were everywhere. A look at one state's troubles. **On 1.**

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